DOCUMENT RESUME

ED 027 924 LI 001 372

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Public Library Services in the City and County of Spokane, A Survey Report.

Public Administration Service, Chicago, Ill.
Spons Agency-Washington State Library, Olympia.
Pub Date 30 Apr 68
Note-96p.
EDRS Price MF-$0.50 HC-$4.90
Descriptors-Administrative Organization, Governmental Structure, Library Cooperation, Library Facilities, Library Networks, *Library Planning, *Library Services, *Library Surveys, Population Trends, *Public Libraries, *Regional Libraries, Rural Areas, Urban Areas
Identifiers-*Spokane

This study of public library services and needs in the city and county of Spokane and the surrounding area was conducted to present and evaluate available alternatives for providing effective library service for all the residents of Spokane County and the surrounding counties which comprise Spokane's natural trade area. Information for the study was gathered by means of personal interview, discussion, and observation. Included in this report are analyses of the characteristics of the area and population to be served, the existing organizational structure for library services, present facilities and resources, the special features of Spokane City Library and the Spokane County Rural Library, and inter-library cooperation. A recommended approach to service improvement is outlined, based on a regional concept involving the local public jurisdictions comprising the area. The phased plan of development that is proposed calls for a regional system to be built around a core of joint activities and operations between Spokane Public Library and Spokane County Rural Library District. Specific recommendations are made for joint city-county service to be implemented immediately, for city-county library consolidation, and for area wide library service. (JB)

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PUBLIC LIBRARY SERVICES IN THE CITY AND COUNTY OF SPOKANE

A SURVEY REPORT

SERVING THE INLAND EMPIRE

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April 30, 1968

Boards of Library Trustees
Spokane County Rural Library District
Spokane Public Library

We are pleased to submit this report on our study of public library services in Spokane County, the City of Spokane, and the surrounding area. The basic questions raised are matters of public policy, not technical library operations, and as such are of special concern to you as the governing bodies of the two major public libraries in the area.

The study leading to this report was financed from funds of the Washington State Library Commission, in response to a request from you. The survey staff was comprised of Mr. Harlow Richardson and the undersigned, both of the staff of Public Administration Service, and Mrs. Lura Currier, as the professional librarian member.

We wish to express our appreciation to Mrs. Susan Barcklay, Director of Spokane County Library, and Mr. R. Bruce Carrick, Spokane City Librarian, and the staffs of the two libraries for the excellent cooperation shown us throughout the study.

Sincerely yours,

D E Nemetz

Donald E. Nemetz
Western Representative

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I. INTRODUCTION

This study of public library services and needs in the City and County of Spokane and the surrounding area was requested by the Boards of Trustees of the Spokane Public Library and the Spokane County Rural Library District. The State Library Commission of Washington, in response to that request, agreed to finance the study which was conducted by Public Administration Service (PAS) under contract with the State Library. As part of that agreement, the State Library made available the services of a professional library consultant for the duration of the study.

In requesting this assistance the two Boards of Library Trustees indicated an interest in determining in what manner library service could be extended more effectively to people throughout the area. The needs of not only the residents of Spokane County but also those of the neighboring counties of Adams, Stevens, Pend Oreille, and Lincoln were to be considered. In the course of the study it became apparent that the residents of Northern Idaho look to the Spokane metropolitan area for a variety of services, including library service, and that their interests and needs logically should be considered. This has been done. Throughout the region, in addition to the heavily populated center at Spokane, there is an awareness of the need for better library services. Small libraries, some merely random collections of books, are found in all sections of the area under consideration. In each case, dedicated individuals or groups, recognizing the importance and

value of a library to their community, exert great efforts, with varying degrees of success, to maintain a viable library operation. In most of these communities local pride in the library is high, but there is at the same time a general recognition that the traditional small community library can no longer satisfy the reasonable requirements of the public.

The rapid growth of the Spokane urban area has posed complex problems related to the administration of all types of local public services -- libraries are one of these. The question of what is the most sensible approach to the provision of library services in this area is thus raised. The relationship between the two primary library systems, Spokane Public and Spokane County, is the central issue.

No predetermined method or bias as to how best to improve library services has been indicated by the Library Boards. Whether it would be more desirable to cooperate informally, or to provide joint services, or even to combine all the activities of the several libraries was left to the determination of the surveyors based on the facts established. This report presents and evaluates the available alternatives. In the conduct of the study, information was gathered by means of personal interview, discussion, observation, and investigation. Many people offered valuable comments and suggestions. Contacts were made with both the Library Boards in Spokane City and County as well as their head librarians, supervisors, staff, and branch personnel. Many concerned public officials and lay people were also contacted. This latter group is the gener-

ating force for much of the enthusiasm and effort which has aroused public attention and brought about the inception and survival of library services in even the smallest communities in the region.

A Brief Historical Note

Since the inception of library service in 1880 in the City of Spokane, there has been demonstrated a long-term interest on the part of many of its citizens and civic groups in maintaining and improving the service. When, on occasion, the efforts of library supporters seemed inadequate to keep their faltering library alive, there developed a resurgent and stronger effort to restore the desired service. The first library endured only three years and was succeeded in 1883 by a second and larger library. This library, also shortlived, was unable to survive the boom town activities which prevailed in Spokane in the 1880's. Citizen interest could lie dormant only so long, however, and by 1891 three library groups were active. These merged in promoting a single library which soon received support from the Spokane City Council. By 1894 the library had been completely turned over to the City, which since that time has operated and fully supported it. 1/

Concurrent with the growth of the City itself, the Spokane Public Library has expanded its operations to meet the growing needs of the public. Increased services, branch libraries, book-mobiles, and expanded book collections have all been made available

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1/ History of the Development of the Spokane Public Library R. A. Gengler, thesis, 1957 Appendix 1.

to residents of the City and of much of Spokane County. The Spokane Public Library has traditionally adhered to a liberal policy of providing materials to other area libraries on inter-library loan.

For many years Spokane County, since its establishment in its present form in 1879, was without overall library service to its residents. Several of the smaller communities had maintained informal book collections for use by local residents, but the inhabitants of the rural areas of the County had little or no access to an organized public library unless they made the special effort to come to Spokane and use the library there.

Interested citizens, recognizing the need for library services more available than those provided by the Spokane City Library, circulated petitions throughout the County requesting the establishment of a county-wide library organization. The public reacted favorably to the proposal in the November 1942 election, following which the County Commissioners established the Spokane County Rural Library District. After a brief period of shared operations with the Spokane Public Library, the County Library went on its own. It now operates from its headquarters in the unincorporated community of Opportunity, east of the City, three branch libraries, two bookmobiles, and six deposit stations, and provides services at State institutions and many public schools. The Spokane County Library serves the unincorporated areas of the County and those incorporated communities which contract with it for this service and reimburse the County through a levy of two mills on their assessed valuation. 1/

1/ A limited service to school children during summer months is provided, under contract, in several areas.

Characteristics of the Service Area

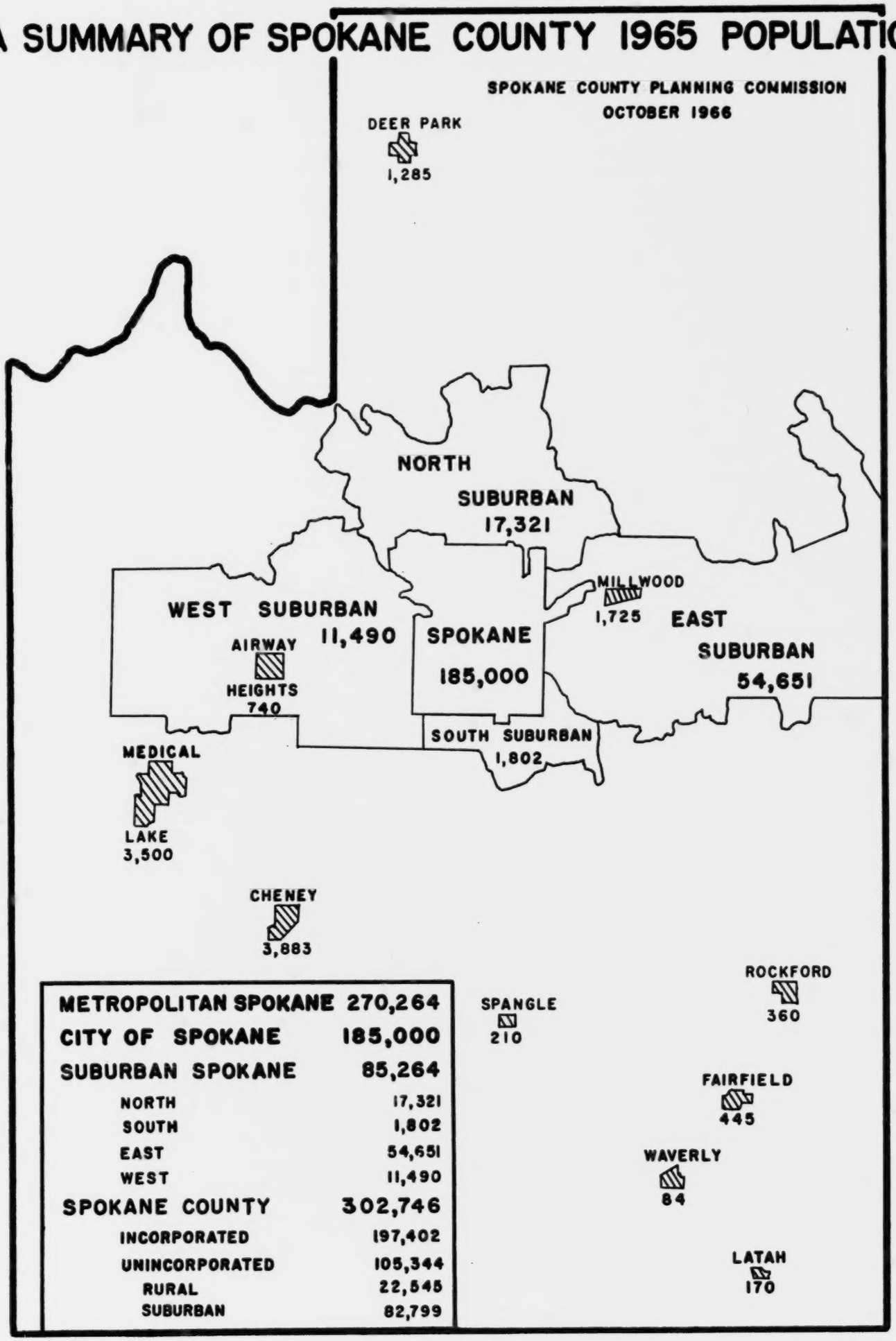
Spokane City and County are generally recognized as the hub or center of the Inland Empire, which is separated from the Western and more populous section of the State by the Cascade Mountains and embraces much of Eastern Washington and the Idaho panhandle. It is plateau and mountainous country, partially wooded, and laced by major rivers.

Population

The City of Spokane and its urban environs form the principal population concentration of the region. Population growth from the City, which is centrally located in the Spokane County, is primarily to the east in what is generally known as "the valley", extending to the panhandle of Idaho, a distance of some 18 miles. Population movement from the City to the west is somewhat inhibited by the presence of military and a civil airports situated in that area. There is also a substantial population growth to the north of the City. (See MAP I on the page following.) There are several smaller cities and towns in Spokane County, Cheney and Medical Lake being the larger with populations approaching 4,000 each.

The present estimated population of Spokane County is well in excess of 300,000. This represented an increase of some seven per cent above the 1960 U.S. census figure of 278,333. Since 1960, the population has thus grown by an average of 3,000 persons annually. Figures released by the City of Spokane Commission indicate the following estimates of population growth:

A SUMMARY OF SPOKANE COUNTY 1965 POPULATION



METROPOLITAN SPOKANE	270,264
CITY OF SPOKANE	185,000
SUBURBAN SPOKANE	85,264
NORTH	17,321
SOUTH	1,802
EAST	54,651
WEST	11,490
SPOKANE COUNTY	302,746
INCORPORATED	197,402
UNINCORPORATED	105,344
RURAL	22,545
SUBURBAN	82,799

	1970	1975	1980	1990	2000
Spokane County	325,000	360,000	395,000	475,000	566,000
City of Spokane	190,000	195,000	200,000	210,000	220,000

These growth estimates for the City do not allow for possible annexations which could have significant impact, as they have in the past.

Table 1

POPULATION OF INCORPORATED CITIES AND TOWNS IN SPOKANE COUNTY

Community	1910	1920	1930	1940	1950	1960	April 1, 1965
Airway Heights	(Incorporated in 1958)					708	740
Cheney	1,207	1,252	1,335	1,551	2,797	3,173	3,883
Deer Park	875	1,103	1,109	1,070	1,167	1,333	1,285
Fairfield	308	413	381	364	369	367	445
Latah	339	330	284	270	244	190	170
Medical Lake	1,730	2,545	1,671	2,114	4,488	4,765	3,500
Millwood	(Incorporated in 1928)		493	717	1,240	1,776	1,725
Rockford	663	435	381	377	360	369	360
Spangle	299	291	218	203	242	208	210
Spokane	104,402	104,437	115,514	122,001	161,721	181,608	185,000
Waverly	318	234	151	131	120	108	84
TOTAL	110,141	111,040	121,537	128,798	172,748	194,605	197,402

Source: U. S. Census Reports and Washington State Census Board published reports.

Figures are as of April 1st of each year.

The present estimated populations of neighboring counties and their incorporated communities, outside Spokane County, are shown in Table 2. Those within the State of Washington total nearly 40,000 and the four most northern counties of Idaho more than 70,000. Projections are not available but a modest growth rate can reasonably by expected.

Economic Activity

Within the State of Washington, economic prominance is shared between two cities at opposite ends of the State, Seattle and Spokane -- separated by the state-dividing Cascade Range -- each being the focal point of economic activity in its respective area. From much of Eastern Washington, Northern Idaho, and Western Montana, as well as Southeastern British Columbia, products of land, mine, and forest are carried to Spokane for processing, treatment, or fabrication; or they may be shipped through the City to markets to the east or west. A large number of service industries in Spokane City and County exist to supply the needs of area extractive, transportation, and manufacturing industries and also serve those who rely on these industries.

Wholesale and retail trade accounts for the largest employment in the County, followed closely by government. Constantly growing educational institutions contribute to this latter category which represents more than 16 per cent of all non-agricultural employment. Aluminum production supports the most employees in any manufacturing category. Schools, governmental jurisdictions, banks,

Table 2

CHARACTERISTICS OF SURROUNDING AREA

	Population		County Area	1966 Assessed Valuation (in 1,000s)	
	County	Incorp. Areas	(Sq. Miles)	County	Incorp. Areas
Adams County	9,929		1,895	$44,696	
Hatton*		63			$58
Lind*		790			875
Othello		3,741			3,701
Ritzville		1,825			2,945
Washtucna*		314			280
Lincoln County	10,919		2,306	$34,007	
Aimira*		400			$445
Creston*		320			183
Davenport		1,460			1,412
Harrington		600			548
Odessa		1,270			1,108
Reardan		344			355
Sprague		551			441
Wilbur		1,050			1,181
Pend Oreille County	6,914		1,402	$11,544	
Cusick		299			$123
Ione		1,034			506
Metaline**		344			96
Metaline Falls**		643			644
Newport		1,427			1,260
Stevens County	17,884		2,481	$29,666	
Chewelah		1,500			$1,124
Colville		3,720			4,396
Kettle Falls		920			775
Marcus*		120			47
Northport*		444			253
Springdale		193			164
Sub-totals:	46,646	23,372	7,139	$119,913	$22,920
No. Idaho Counties					
Bonner	15,587		1,893	$22,452	
Boundary	5,809		1,275	8,731	
Kootenai	29,556		1,249	25,691	
Shoshone	20,876		2,609	38,437	
Sub-totals:	71,829		7,026	$94,311	
Totals:	118,475		14,165	$214,224	

* These communities now have no library service. Assessed valuations for these are for the year 1963; the 1966 A.V.s would differ significantly.

** Metaline and Metaline Falls cooperatively support a community library.

commercial establishments, and extensive medical and hospital facilities and services all contribute significantly to the economy of the County. Transportation, communication, and utilities employment are also significant part of the economic scene. Grand Coulee Dam, eighty-five miles from Spokane, has provided an enormous stimulus to the economy of the area with its production of electrical energy and widespread irrigation facilities. The addition of a third electrical generating plant, now under construction, and a further extension of irrigation services will further enhance the long-range economy of the total area. A second federal operation exerting considerable influence on the local economy is the Fairchild Air Force Base, one of the large employers in the County. As the continuation and growth of this base is dependent on national rather than regional factors, its long-range effect cannot be predicted.

Logging and lumber production have been important to Spokane City and County since their early settlement. As the nearby forests have been harvested, it has become necessary to transport logs greater distances for processing. Forest products, however, still supply the raw materials for more than sixty manufacturing enterprises in Spokane County. The milling of lumber and the manufacture of laminates, poles, pilings, and furniture are current activities. Logging operations in the region not only provide a source of timber for local mills but also contribute to Spokane's position as a distribution center for logging equipment and machinery. In the City of Spokane, twelve companies are engaged in selling logging equipment and supplies, while there are fifty-nine wholesalers of lumber and construction materials. As increasing automation, more

widespread use of synthetic substances, and dwindling supplies of raw materials have their effect, it is probable that employment in the lumbering and allied industries will diminish. The same may be true of mining.

For these and other reasons, the migration from rural to urban areas can be expected to increase here as it has in most of the United States. The effect will be to reduce the proportion of rural population and accelerate the urbanization of Spokane County. The improvement in the agricultural economy resulting from the increased acreage of irrigated land in the surrounding region will contribute to the improvement of the area economy, but with the development of large-scale farming and progressive mechanization these activities will probably have little effect on increasing employment. Gains in employment, however, are anticipated in recreation-related activities, government, and education, especially in the field of higher education. An increase in the number of people employed in the local service industries can also be expected.

In balance, these greatly varied economic activities will continue to support a growing population that, in terms of library service needs, will be diverse and probably above the average of the general population.

Government Structure

Most local governmental services provided to the residents of Spokane County, in both the incorporated and the unincorporated areas, are administered by either the County government or the City of Spokane. School District 81 provides educational services within

the City and in certain adjacent areas. The smaller incorporated communities, school districts, and townships serve more restricted areas.

Spokane County Government

The Spokane County government, organized under controlling Washington statutes, is headed by a three-member Board of Commissioners elected by districts. Also elected are the heads of eight of the more than twenty County administrative departments. The chief functions of the County, in terms of expenditures, are the provision of roads, public safety, court system, parks and recreation facilities, and public health and hospital services. The library itself is governed by a Board of Library Trustees of five members appointed by the Commissioners autonomous in the management of the library system.

One hundred jurisdictions participate in the tax levies within the County. These include the State of Washington, Spokane County, 11 incorporated cities or towns, 48 organized townships, 21 school districts, the County library, and 16 fire districts. 1/ The 1968 total assessed valuation of real and personal property in the County was $388,902,673. The varying combinations of levies in the many jurisdictions of the County call for a total of $28,322,108 to be raised through property taxes. Those for County-administered programs are based on an 8.635 mill levy plus a two mill levy for the library and a ten mill levy for the rural road fund. The assessed

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1/ Taxes for 1968 -- Spokane County Assessor

valuation of Spokane County has grown steadily with few interruptions over the last 30 years. This growth expressed in millions of dollars is as follows:

1937	1942	1947	1952	1957	1962	1968
$98.1	107.8	152.4	229.3	314.0	346.3	388.9

City of Spokane

In 1960 the citizens of the City of Spokane adopted a charter establishing a Mayor-Council-Manager form of government which provides for a clear separation of legislative and executive powers. The voters of the City elect a Mayor and six Councilmen to form a City Council. This body enacts legislation for the City in the form of ordinances and resolutions and appoints a manager who is directly responsible to it for most of the administrative departments of the City. The Council also appoints members of five city boards and commissions, including the Library Board.

The City Council annually adopts a budget for the entire municipal government operation and levies taxes accordingly. In 1968 the property tax for City purposes was 18.15 mills. The total assessed valuation of the City has risen year by year as have the expenditures. These totals for recent years expressed in thousands of dollars were as follows: 1/

	1965	1966	1967	1968
Assessed Valuation	--	221,893	227,878	230,461
City Expenditures	--	18,980	21,004	25,408

1/ General Budget - 1968
City of Spokane, Washington

The budget for the City Library is included as a part of the total budget of the City. Appropriations for library purposes have increased significantly in recent years and now represent 3.2 per cent of the city budget.

Spokane School District

Enveloping the City of Spokane and parts of the adjacent suburban area is the third major taxing body in Spokane County, School District 81, which operates the local elementary and secondary schools and various other special educational services. Overall direction and policy making rests with an elected board of five directors which is responsible for the appointment of the Superintendent of Schools. The District receives its funds from several sources, approximately one-half from State sources, one-third from local taxes levied on the properties within the District, and the remainder from federal, county, and non-tax sources.

A constitutional provision of the State of Washington limits the total tax levy on any piece of property to 40 mills. Any increase beyond this limit must be approved by the voters of the taxing jurisdiction. Of the 40 mill limitation, school districts may receive only 14 mills, plus additional levies allowed for bond issues. Because of this unrealistic limitation, School District 81 is obliged annually to resort to a special election to obtain sufficient funds for normal operations. In the year 1967-68, the school levy on property in the District, having an assessed valuation of $255,350,000, was 33.2 mills for general purposes and 7.4 mills for bond interest and redemption, or a total levy of 40.66 mills. [1/]

[1/] Final Budget 1967-68, Spokane Public Schools

Nearly all of the 45 elementary schools and 6 junior high schools, and all of the 6 high schools in School District 81 have libraries with trained librarians in charge and these are effectively coordinated through a central unit at District headquarters. Some of the special schools operated by the District also have library facilities. In addition to the organized library services of the schools, bookmobiles working out of Spokane Public Library provide traveling library service to 22 of the schools during the school year.

Other Special Districts

The most numerous of the other taxing jurisdictions are the 48 townships which cover most of the County. Services provided by the townships to their citizens are limited, confined primarily to such activities as the road maintenance, cemeteries, town halls, and animal control.

The ordinary maximum millage set by law for township purposes is two mills. A county library district may also levy up to two mills; fire districts are authorized to levy four mills for their purposes. In some areas of Spokane County, it has been practice for the townships to use only a portion of their authorized millage, in which cases the fire districts have in some instances appropriated the unused balance of the authorized maximum. This was also true in respect to the Spokane County Rural Library until its levy was increased from one to two mills effective January, 1968.

Governments in the Surrounding Area

The governmental structure in the adjacent Washington and Idaho Counties does not differ substantially from that within Spokane County. The county governments are the primary units of general

local government; there exist a number of relatively small incorporated cities and towns; school districts constitute the most numerous of the single-purpose jurisdictions; and a limited number of small district entities have been created for special purposes.

II. PRESENT LIBRARY ORGANIZATION AND SERVICE PROGRAMS

The basic approach taken in this study is one of evaluating present public library services as these relate first to the needs of all of the residents of Spokane County and second to total area needs. The objective is to develop a long-range service pattern that will provide the best possible service for the resources and funds available or committed. The preceding account of characteristics of the area of which Spokane is the hub, and its recent and projected growth and development, clearly indicates the desirability of area local governments working together to achieve broad area goals. This is true not only in respect to libraries but to many other local governmental services as well. Implicit in any moves towards inter-jurisdictional or regional cooperation and joint action is the preservation of desirable local determination of public program content, levels of service, and financial support.

In broadest terms, the principal features of present library services in the area are:

1. A strong central library -- Spokane Public Library -- that has made its collection and services reasonably available to area residents.

2. A modest but rapidly improving Spokane County Rural Library serving substantially all of the residents of the County other than those of the City of Spokane.

3. A proliferation of small community libraries, of extremely limited resources, in the surrounding Washington and Northern Idaho counties.

The report sections that follow set forth the present organizational arrangements for the conduct of library services, administrative practices, financial support, basic facilities, and distinguishing service characteristics as regards Spokane Public and Spokane County Libraries. There is also presented certain basic information on services now provided in the surrounding area. No specific effort has been made to measure the services of the area libraries against generally recognized quality standards for public library services. Rather, the approach is to relate, in a significant way, present services to the particular needs of the area and its residents.

Organization, Administration, and Finance

Although there are major differences in the internal organization, staffing, and administrative practices of the Spokane Public and Spokane County Libraries, their basic legal structure and authority are quite similar.

Governing Bodies and Library Management

Both libraries are organized and managed in accordance with the Washington Library Laws. This means, in effect, that they are to a large measure autonomous. The Spokane Public Library is organized as a municipal library, Spokane County Library as a county rural library district. The governing body of each library is a Board of Trustees of five members appointed by the City Council, in the case of Spokane Public, and the Board of County Commissioners in the case of Spokane County Library. These boards possess

relatively complete authority to establish library policies and provide for their execution. Each appoints a head librarian -- City Librarian and County Library Director -- who serves at the board's pleasure and manages and directs all library operations in accordance with board-set policies and instructions. The board members refrain from involving themselves in administrative matters and professional service activities, except as these might be referred to them by the head librarian. Board-management relations are entirely satisfactory.

Internal Organization

The Spokane Public Library is organizationally much more compartmentalized than is the County Library. As CHART I (following) indicates, the City Librarian is aided by an overall assistant. There are at headquarters six major devisions: Bookmobile, Circulation, Music and Fine Arts, Juvenile, Catalog, and Ordering. There are also six sections: Business Office, Building Maintenance, Readers Advisory and Young Adults, Registration, and Periodicals, the latter being under the Reference Division and the others functioning as separate entities. There is, on the other hand, no Branch Division, thus the heads of each of the five branches and four sub-branches report directly to the City Librarian and his assistant. This is a basically horizontal organization with some twenty unit supervisors responsible directly to the administrators.

The organization of Spokane County Library, as shown on CHART II, is much less complicated, in part because the library is smaller. It is organized into five units, each headed by a person responsible to the Director.

CHART I

PRESENT ORGANIZATION OF SPOKANE PUBLIC LIBRARY

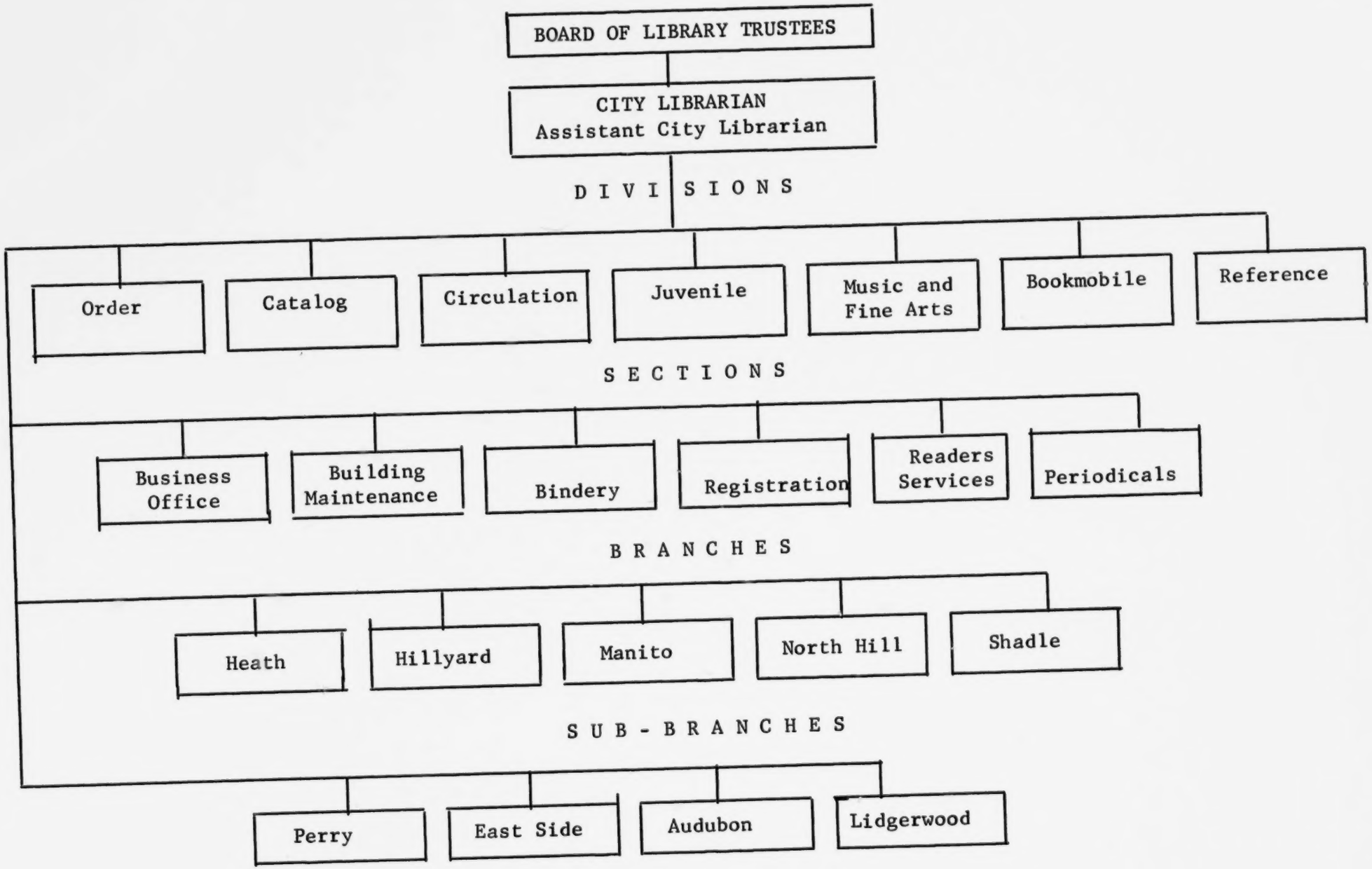
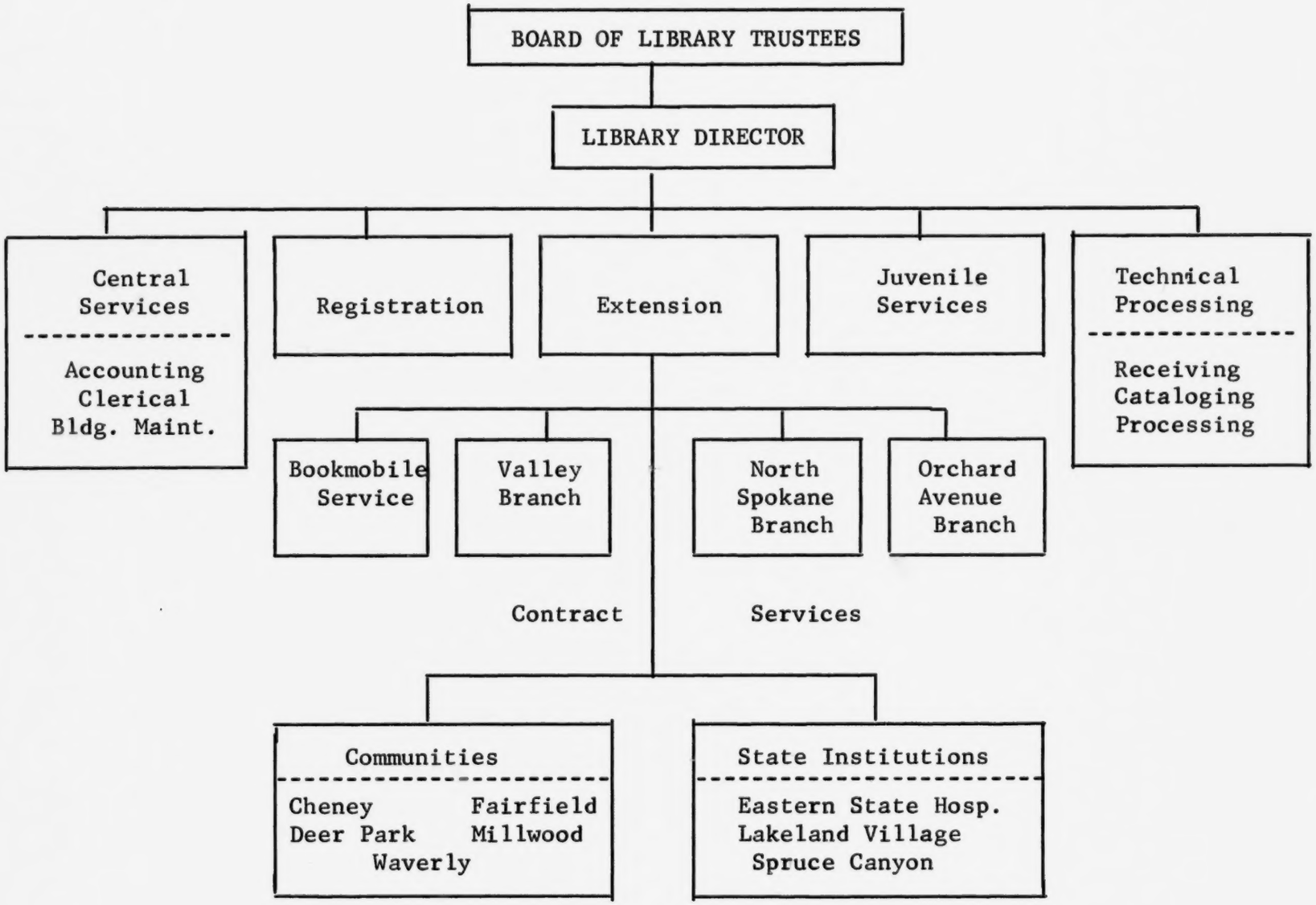


CHART II

PRESENT ORGANIZATION OF SPOKANE COUNTY LIBRARY



The organizations of the two libraries are somewhat typical of their jurisdictional counterparts, city and county public libraries in general. Spokane Public operates a strong central library with a full range of services to the public and branches which are largely self-contained or autonomous, e.g., separate book budgets and collections. The County Library, on the other hand, is essentially a branch or extension system with no major "central" public facility and with a fluid book collection.

Because of a peculiarity in Washington Library Law, county libraries are financed by a levy only on property outside municipal corporate limits. Thus for them to serve the residents of a city it is necessary that the library be compensated in some way, normally through a service contract. Spokane County Library has entered into contracts with the cities of Cheney, Deer Park, Fairfield, Millwood, and Waverly to provide services to their residents and for this receives as compensation the equivalent of a two mill levy on the property within each of these communities. Prior to the current year the service was provided for the equivalent of a one mill levy; when the charge was increased to two mills to correspond with the new county levy the community of Rockford cancelled its service contract. The County Library also provides, under contract, services to three State of Washington institutions located in the area. This is in accord with a general State policy and represents and ideal solution to the problem of serving residents of institutions. Data reflecting these various contract services are summarized in Table 3.

Table 3

SPOKANE COUNTY RURAL LIBRARY
CONTRACT SERVICES
1968

Town/Institutions	Population	Amount of Payment	Circulation (1967)
Cheney (A new service)	3,883	$6,433	--
Deer Park	1,285	1,880	8,979
Fairfield	445	1,416	11,843
Millwood	1,725	7,160	10,821
Waverly	84	68	1,529
Eastern State Hospital and Lakeland Village	2,861	5,722	1,257
Spruce Canyon Youth Forest Camp	--	59	--
Medical Lake School District	--	182	--
Airway Heights School	85	85	--
Liberty Elementary School	17	34	--
Total receipts:		$23,041	

Note: Payments by Institutions are based on average number of patients. Payments by Schools are based on number of students entitled to the service.

Staffing and Personnel Practices

In both libraries staff positions are authorized by the boards in accordance with approved position clasifications and the head librarians are delegated authority for recruitment, placement, and related personnel actions.

Present staff of Spokane Public Library totals 128 full-time and part-time employees, with a full-time equivalent of 93. Of these, 21 are in professional classifications (Table 4); a professional librarian heads each of the five branches, the balance being assigned to the central library. Senior pre-professionals (Library Assistant IV) head the sub-branches. The total staff of the County Library is 37, including part-time employees, with a full-time equivalent of 27, (Table 5). Of these four positions are classified as professional. 1/ Under Washington law, graduates of accredited library schools and other persons who pass a state-administered examination are "certified" as professional librarians.

The salary levels for Spokane Public Library are generally from five to ten per cent above those for comparable position classes in the County Library, the disparity being greater at the clerical and pre-professional level and less marked in the professional classes. 2/ (Table 6). Vacation leave and other fringe benefits are somewhat comparable and employees are covered by the City and County retirement plans respectively.

1/ One of these was vacant as of April, 1968.

2/ Disparity results in part from a recent salary adjustment by the City designed to bring library salaries in line with other municipal salary levels.

Table 4

SPOKANE PUBLIC LIBRARY STAFFING
(By Position Classification)

Classification	Full-time Equivalent
City Librarian	1
Assistant City Librarian	1
Librarian III	7
Librarian II	9 1/2
Librarian I	1
Library Assistant IV	6
Library Assistant III	17
Library Assistant II	3
Library Assistant I	18 1/2
Accountant III	1
Clerk-Stenographer II	1
Clerk-Typist II	1
Bookmobile Driver	2
Page II	1
Page I	12 1/4
Story Teller	
Proctor	1/3
Building Maintenance Foreman	1
Library Caretaker II	1
Library Caretaker I	8 1/2
Total:	93

Table 5

SPOKANE COUNTY LIBRARY STAFFING
(By Position Classification)

Classification	Employees	Full-time Equivalent
Library Director	1	1
Librarian III	1	1
Librarian I	2	2
Library Assistant	4	4
Library Clerk III	1	1
Library Clerk II	7	7
Library Clerk I	1	1
Secretary	1	1
Accountant	1	1
Bookmobile	2	2
Branch Assistant	2	2
Station Personnel	6)	
Maintenance Personnel	3)	4
Pages	5)	
Total:	37	27

Table 6

SALARY LEVELS FOR COMPARABLE CLASSES
(1968)

Classification	Salary Range (Annual) County	City
Library Clerk I	3300 - 3960	3732 - 4489
Library Clerk II	3600 - 4320	4150 - 4985
Library Clerk III	3960 - 4800	4515 - 5429
Library Assistant	4560 - 5520	5168 - 6212
Bookmobile Driver	4800 - 5760	5455 - 6551
Accountant	5040 - 6000	6081 - 7308
Librarian I	6300 - 7560	6603 - 7908
Librarian II	6900 - 8280	7360 - 8822
Librarian III	7560 - 9120	8195 - 9840
Library Director	10020 -12000	14,000

Library Finances

Both libraries have relatively full control over their finances, the principal difference being that the expenditure level of the Spokane Public Library is set by the City Council when it acts on the library budget whereas the County Library receives the income from its fixed tax levy of two mills without Board of Commissioners budget review. The City Librarian prepares the annual proposed budget in consultation with and subject to the approval of the Library Board. This is reviewed by the City Manager and acted upon by the Council. The County Library Director prepares the proposed annual budget within the expected income of two mills, plus other revenues, for consideration and action by the County Library Board. Control of budget execution rests with the libraries; basic payroll and accounting records are maintained by library personnel and expenditures are approved by the respective boards. Payments are made (checks or warrants) by the City and County Auditors on receipt of approved vouchers or invoices. Neither library processes purchasing documents through central City or County purchasing offices.

The budgeted income and expenses of the two libraries for the year 1968 are summarized in Table 7, $815,851 for Spokane Public Library and $359,615 for the County Library. Expressed in per capita terms, these are $4.41 and $3.30 respectively. This constitutes a major increase for the County Library over its 1967 budget of $230,000, attributable to the millage increase. It will be noted that the major portion of the increase is reserved for capital expenditure connected with the purchase, renovation, and furnishing the building for the headquarters operations. The increase in expenditure for direct services over last year is not significant.

Table 7

SPOKANE CITY AND SPOKANE COUNTY
LIBRARY BUDGET: 1968

Estimated Revenue	City Library	County Library
City Appropriation	$759,951	
County Levy (2 mills)		$296,944
Fines and Fees	28,500	7,000
Contract Services		26,105
County Payment	8,000	
Beginning Balance		26,395
Other	19,400	3,172
	$815,851	$359,615
Budgeted Expenditures		
Personnel Services	$589,564	$160,696
Books & Other Materials	107,400	42,000
Capital Expense	24,300	115,784 (a)
All Other	94,587	41,135
	$815,851	$359,615

(a) Includes $77,000 reserve for remodeling and furnishing new headquarters and $21,000 for a new bookmobile.

Present Services Summarized

Certain features of the present service programs of the two libraries are summarized statistically in Tables 8 and 9. It can readily be seen that in terms of quantitative measures of library materials the resources of Spokane City Library now stand at roughly three to four times those of the County Library. In usage, as measured by circulation, that of the City Library approaches three times that of the County. The great discrepency in reference questions received and answered -- 239,000 compared with 7,800 -- is understandable in view of the far superior reference collection of the City Library and its special reference staff.

A very large percentage of reference questions are received by telephone and the place of residence of the caller is not known. The Spokane City Library staff do not ask the caller to reveal whether or not he is a resident of the City. This would not be feasible, nor would the information received be reliable or verifiable. The time spent in seeking, recording, and reporting such data would be excessive. It can, however, safely be assumed that a substantial portion of the callers reside outside the City.

Of significance is the informal arrangement whereby the County Library pays the City Library a nominal annual amount for the latter extending its services to residents of the County. Prior to 1968 the payment was $6,000; by agreement reached following the two mill levy authorization this amount was increased to $8,000 for the year 1968 and $10,000 beginning with 1969. Last year 12,500 county residents were registered borrowers with the City Library and 103,000 units of

Table 8

LIBRARY USE - 1967

	Spokane Public	Spokane County
Service Area Population	185,000 (a)	109,000
Registered Borrowers	88,378 (a)	25,120
Circulation		
Adult Books (Total)	534,865	173,288
Headquarters	198,024	100,924
Branches and Stations	318,079	49,913
Bookmobiles	18,762	22,451
Juvenile Books (Total)	492,070	228,906
Headquarters	73,990	67,826
Branches and Stations	258,658	63,091
Bookmobiles	159,422	97,989
Recordings (Sound)	45,760	None
Other Materials	62,085	6,708
Total Circulation	1,134,830	408,902
Reference Questions	239,173	7,800

(a) It should be noted that the City Library also serves County residents -- 12,500 of these were registered borrowers, representing 103,000 circulation units.

Table 9

LIBRARY MATERIALS - 1967

	Spokane City	Spokane County
Volumes at Beginning of Year	350,823	101,321
Volumes Added During Year	20,543	11,194
Volumes Withdrawn	7,932	4,859
Volumes at Year's End	363,434	107,656
Uncataloged Pamphlets	364,289	--
Sound Recordings	9,939	--
Films	107	--
Newspaper Titles	71	4
Periodical Titles	927	105

circulation were attributed to county users. These included books, periodicals, films, sound recordings, and other materials. No user residence records are maintained of in-library use or reference questions (as noted above) but these would probably be proportionate.

The tabular information does not reflect in-library usage, which is heavy, and the many special programs sponsored by the two libraries. Here also, as would be expected, the program of the City Library is more extensive.

The branch, extension, and bookmobile services deserve special note. The fixed outlets of the two systems are shown on MAPS II and III, and the bookmobile stops on Tables 10 and 11. Of the nine city branches, five are in city-owned buildings and four in rented space. These units are to a considerable degree autonomous entities -- each has its own book budget with which it purchases its own collection, and registers its own patrons. Exchanges of materials between different branches and between individual branches and headquarters are effected more or less as are exchanges between two completely independent library systems. Similarly, there is a separate bookmobile book budget and collection. Table 12 reflects the uneven size and activity levels of both the City Library and the County Library. The latter are much less autonomous; for example, a single system-wide book collection is maintained and books move or rotate freely among all branches, stations, and bookmobiles.

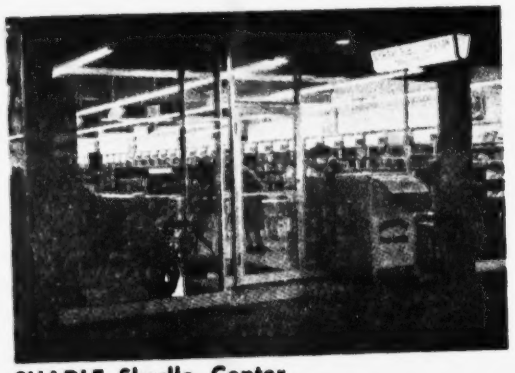
It will be noted that the several community contract stations in the County are quite small and maintain very limited hours of service, reflecting the limited service area populations. According

to generally recognized library service standards these would not qualify as branch libraries, but would be classified as "stations" or simply small "book collections". Without close ties with a library system, these would represent at best the service level of a very small independent community library.

Bookmobile services are weighted heavily towards meeting the needs of school children and juveniles. School stops significantly outnumber community stops and bookmobile circulation is predominately comprised of juvenile materials -- 84 per cent of the City Library bookmobile circulation and 81 per cent in the County.

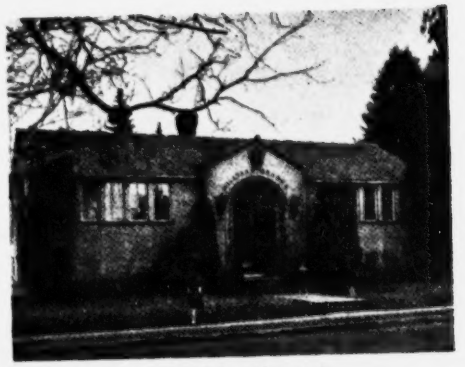
MAP II. SPOKANE PUBLIC LIBRARY

NINE BRANCHES: a Library Near You

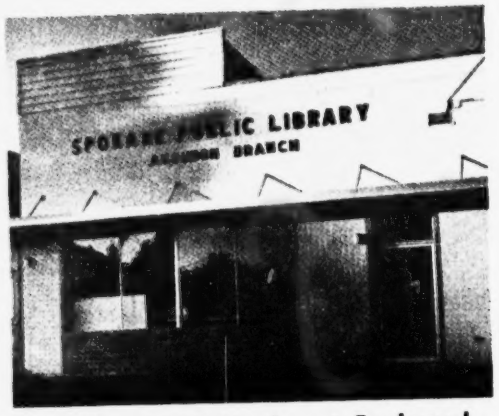


SHADLE Shadle Center
M - Th - F 1-9; W 1-6; Sat 10-6

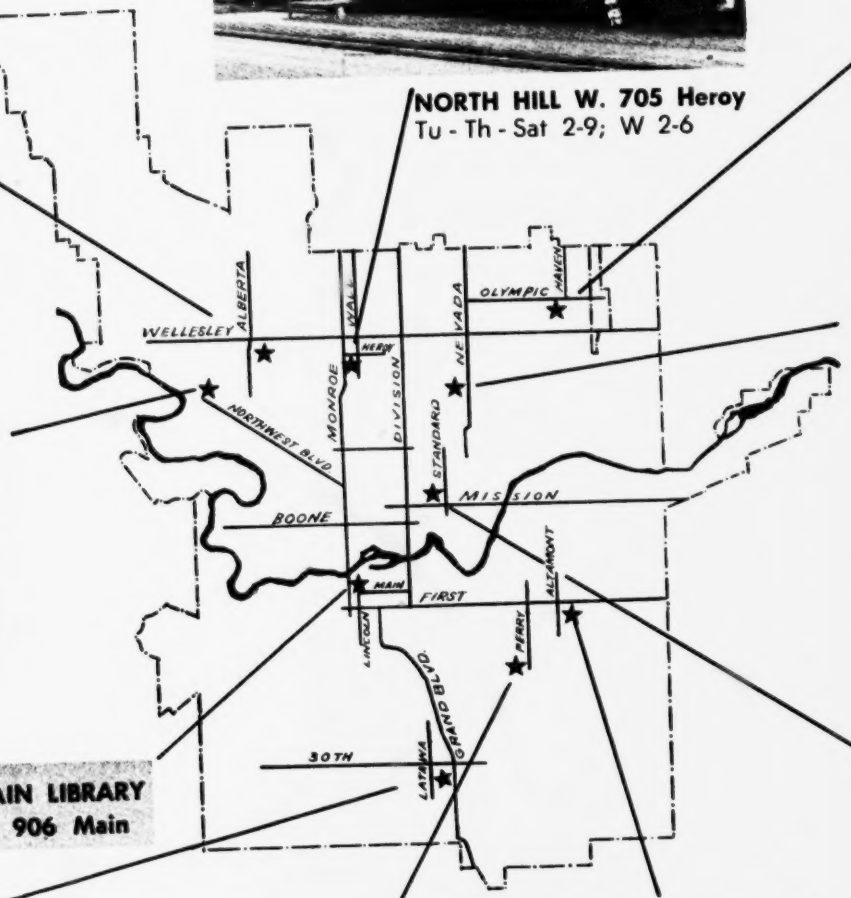
NORTH HILL W. 705 Heroy
Tu - Th - Sat 2-9; W 2-6



HILLYARD E. 2936 Olympic
Tu - Th - Sat 2-9; W 2-6

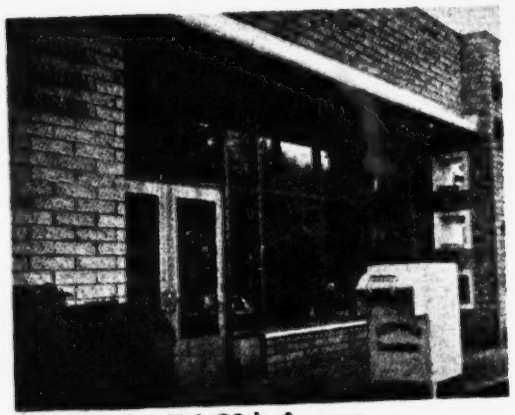


AUDUBON 3318 Northwest Boulevard
M - Tu - Th 1:45-8:45; Sat 1:45-5:45



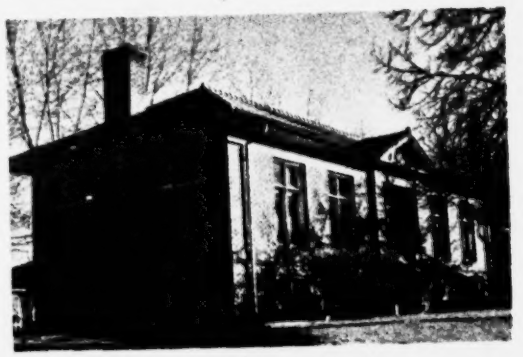
MAIN LIBRARY
W. 906 Main

LIDGERWOOD N. 3805 Nevada
M - W - F 1:50-8:50



MANITO E. 404 30th Avenue
Tu - Th 2-9; W - F 2-6; Sat 9-9

PERRY S. 1014 Perry
M - W - F 2-9

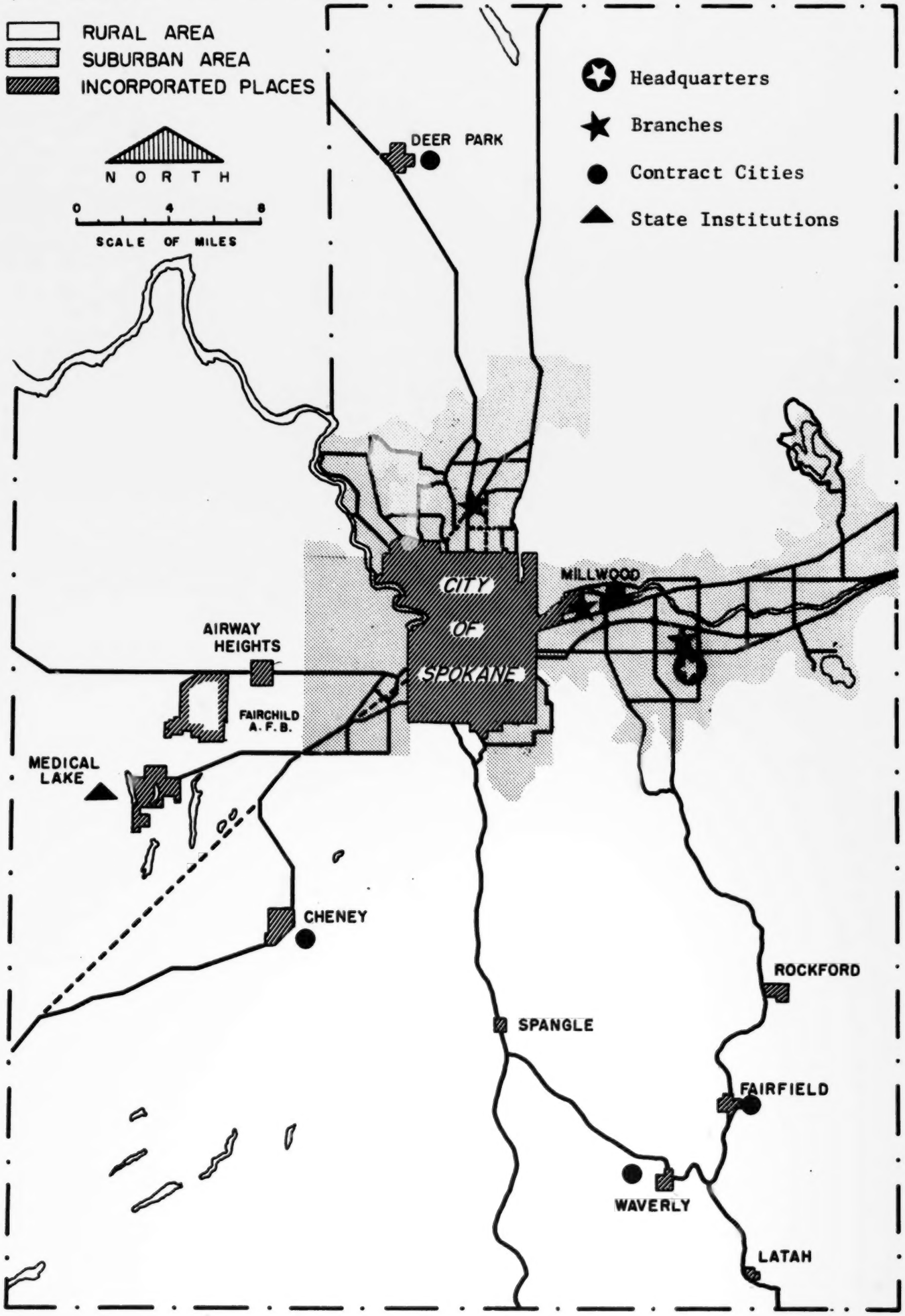


EAST SIDE S. 25 Altamont
Tu - Th 2-9; Sat 2-6

HEATH E. 525 Mission
Tu - Th - Sat 2-9; W 2-6

(Branch librarians in parentheses)

SUBURBAN AND RURAL AREAS
SPOKANE COUNTY RURAL LIBRARY DISTRICT



SPOKANE COUNTY PLANNING COMMISSION

The combined

Main Branch Library

and

One of the County

Library District's

two

Bookmobile Units

Table 10

BRANCH LIBRARY LOCATIONS AND BOOKMOBILE STOPS
SPOKANE PUBLIC LIBRARY
1968

Branch Library Locations		Hours Open Weekly	Circulation
Main Library	W. 906 Main	72	379,909
Audubon	3318 Northwest Boulevard	25	48,099
East Side	S. 25 Altamont	18	28,914
Heath	E. 525 Mission	25	46,658
Hillyard	E. 2936 Olympic	25	63,750
Lidgerwood	N. 3805 Nevada	21	47,994
Manito	E. 404 - 30th	34	107,338
North Hill	W. 705 Heroy	25	49,246
Perry	S. 1014 Perry	21	34,044
Shadle	Shadle Center	37	150,694

Bookmobile Stops, Fall and Winter, 1967-68

	Schools	No. of Days	Neighborhood
Monday	Bemiss Lidgerwood	18	N. 721 Fotheringham Montgomery and Monroe
Tuesday	Adams	19	Houston and Elmhurst 17th and Ray
Wednesday	Holmes Loma Vista	19	20th and Bernard Corbin Park
Thursday	Hamilton Whitman	18	Walnut and Dean Rosewood and Belt
Friday	Cooper Bancroft Bryant	15	---
Monday	Ridgeview Emerson	17	Nettleton and Mallon Bismark and "G"
Tuesday	Bemiss Sheridan	18	Lyons and Fleming 22nd and Myrtle
Wednesday	Audubon Hamblen	18	9th and Ash S. 4118 Helena
Thursday	Indian Trail Whitman Stadium	18	Northwest Terrace Cozza Drive and Wiscomb
Friday	Cooper Whittier Columbia	19	Lindeke and Dell Drive

Table 11

BOOKMOBILE SERVICE
SPOKANE COUNTY RURAL LIBRARY

March - May 1968

School Stop	Day	No. of Stops
Alcott	Thurs	5
Amber	Tues	6
Chattaroy Elementary	Tues	6
Colbert	Thurs	5
Elk Elementary	Fri	5
Evergreen	Wed	6
Farwell Elementary	Wed	5
Five Mile	Wed	6
Four Lakes	Tues	6
Garden Springs	Mon	6
Great Northern	Mon	6
Green Bluff	Thurs	5
Liberty High	Mon	5
Linwood Elementary	Mon	6
Linwood Elementary	Tues	6
Nine Mile	Wed	6
Orchard Prairie	Thurs	5
Otis Orchards Lower	Thurs	6
Otis Orchards Upper	Thurs	6
Ponderosa Jr. Hi	Wed	5
Riverside High	Wed	5
St. Thomas More	Mon	6
Seth Woodard Elem.	Fri	5
Sunset	Tues	6
Valley Christian	Thurs	5
Valleyford	Fri	6
West Liberty Elem.	Mon	5
Windsor Elementary	Thurs	6
Windsor Elementary	Fri	6

Nonschool Stop	Day	No. of Stops
Bruce Road	Thurs	5
City Gardens, Wilson St.	Mon	6
Community Nursing Home	Fri	5
Davis and 25th	Thurs	6
Deep Creek	Mon	6
Espanola Store	Mon	6
Fairchild Trailer Ct.	Tues	6
Geiger Field	Tues	6
Geiger Heights	Thurs	6
Glenrose, Cornwells Drive	Fri	6
Good Samaritan Nursing H.	Wed	6
Half Moon Grange	Wed	5
Marshall Store	Fri	6
Mead, 1st and Freya	Mon	6
Milan Post Office	Fri	5
Plaza Store	Mon	5
River Rose Trailer Ct.	Tues	6
Riverside Neighborhood Ctr.	Fri	5
3Y Corner Store	Fri	5
University Manor	Fri	6
University Trailer Park	Fri	5
Wellesley Manor	Mon	6

Table 12

BRANCH LIBRARY ACTIVITIES (1967)

Branch	Employees (Full-time Equiv)	Hours Open Per Week	Registered Borrowers	Circulation	Book Collection
Spokane City					
Audubon	1.5	25	2,307	48,099	14,629
East Side	1.3	18	3,706	28,914	15,650
Heath	1.5	25	5,535	46,658	16,433
Hillyard	1.5	25	5,220	63,750	15,920
Lidgerwood	1.0	21	3,946	47,994	13,027
Manita	2.0	34	7,653	107,338	17,864
North Hill	1.5	25	4,015	49,246	14,702
Perry	1.0	21	2,226	34,044	10,918
Shadle	3.5	37	10,682	150,694	29,074
Spokane County					
North Spokane Branch	-	35 1/2	2,128	32,424	4,440
Orchard Avenue Branch	-	35 1/2	1,271	39,126	2,862
Contract Cities (a)					
Deer Park	-	11	655	8,979	4,598
Fairfield	-	3	61	11,843	2,834
Millwood	-	12	749	10,821	3,178
Waverly	-	2 1/2	30	1,529	624
Institutions					
Eastern State and Lakewood Village	-	18	716	1,257	2,170
Spruce Canyon	-	-	-	-	305

(a) A new station was recently opened in the community of Cheney.

A Special Note on Library Service Areas

The illogic of uncoordinated or independent operation of the Spokane City and County Libraries is highlighted by the situation existing along the City's boundaries. The library service for people living on opposite sides of the same street differs. The county resident has free access both to County Library and City Library branches, and bookmobile service, whereas the city resident does not enjoy such access to the county service even though this might be the more convenient for him. Two of the three major County Library branches and many of its bookmobile stops are very near the city limits. The county residents who are privileged to free use of both library services are still seriously inconvenienced by the dual registration systems and other operational and procedural disparities.

As annexations to the City occur -- as they frequently do -- library service plans and patterns must be altered. One site purchased ten years ago by the County Library for a future location is now within the City of Spokane. As this case illustrates, it becomes all but impossible for the two libraries to plan in a reasonable way the location of new branches. The same is true as regards the enlargement of existing branch facilities. As shopping, educational and employment centers develop along either side of the municipal boundaries, area residents find that what was once a convenient library outlet for them is now quite inconvenient. Freeway locations have the same disruptuve affect in matters of public convenience. Because school district boundaries overlap the City-County boundary, needless complications arise in

providing public library services to children at school, for the students in some schools are drawn from both city and county areas.

Other factors further complicate the provision of library services within the area. Many persons reside in the County and work or trade in the City, or the reverse; others own taxable property in both the City and the County. As indicated earlier in this report, residents of the County and City alike telephone reference questions to either library -- most commonly Spokane City Library -- or visit any convenient library service units to use materials therein.

All of these represent problems or inconvenience to the public throughout the City and County; they are simply more apparent to those living along the artificial lines that now divide the present library service areas.

Library Services in the Surrounding Area

Present library services in Adams, Lincoln, Stevens, and Pend Oreille Counties are extremely limited. There are no countywide systems as in Spokane County, only small, community libraries, poorly financed, lacking in professional supervision, and containing entirely inadequate book collections. This is of course understandable when it is noted that the largest city in this four-county area has a population of less than 4,000, the average being not more than 1,000. Experience across the United States demonstrates that a substantially larger service area population is normally required to support a community library of minimum adequacy, and even then to provide good service it should be affiliated with a larger library system.

The situation in the Idaho panhandle, with several exceptions, is much the same.

These libraries are briefly described in the paragraphs that follow and information on their book collections, circulation, and expenditures is summarized in Table 13. Their continued existance is testimony to the basic public desire and need for library services and the determined efforts of groups of public-minded citizens to respond to that need within the limits of local resources.

Stevens County

Stevens County, with some 18,000 residents, is the most populous of these four counties. Its largest city is Colville which has a population of 3,900, followed by Chewelah with a population of 1,525; the remaining communities have less than 1,000 residents.

As shown in Table 13, there are in Stevens County five community libraries with book collections ranging from 1,000 to 9,000 volumes. The Chewelah, Colville, and Springdale libraries are supported from municipal funds whereas the Kettle Falls library is operated and financed entirely from private donations. The number of registered borrowers represent from one-third to one-half of the resident population except in Northport and Springdale. In all instances the expenditures are very modest both in total and as per capita amounts.

Lincoln County

Although the total population of Lincoln County is but 10,900, there are within the County seven community libraries, all but two of which are supported by public funds. The Edwall library situated in an unincorporated community is a project of the local women's club.

Table 13

PRESENT LIBRARY SERVICE IN
SURROUNDING AREA (1967)

	Population	Book Collection	Annual Circulation	Registered Users	Expenditures Total	Expenditures Per Capita
Lincoln County						
Davenport	1,460	12,336	10,342	837	$3,578	$2.24
Harrington	600	2,179	1,323	360	1,080	1.80
Odessa	1,270	5,084	2,961	-	928	0.73
Reardan	344	3,458	6,677	515	2,196	6.38
Sprague	551	2,074	1,437	490	627	1.14
Wilbur	1,050	5,392	13,633	724	2,293	2.18
Edwall	uninc.	4,106	1,868	-	324	-
Stevens County						
Chewelah	1,500	6,287	8,970	691	3,124	2.08
Colville	3,720	9,069	18,083	2,092	6,809	1.83
Kettle Falls	920	4,240	6,641	157	1,251	1.36
Northport	444	4,133	626	57	74	0.17
Springdale	193	905	--	12	106	0.55
Pend Oreille County						
Ione	1,034	(a)	(a)	(a)	(a)	(a)
Metaline Falls	643	3,011	2,269	56	614	0.95
Newport	1,427	8,401	12,101	220	1,365	0.96
Adams						
Othello	3,741	7,880	20,965	2,918	6,102	1.63
Ritzville	1,825	9,465	9,795	1,030	6,576	3.60

(a) 1967 Report not received.

Source: Annual Reports to the State Library

a major portion of the support for the Reardan library comes from private sources. Six of these libraries are housed in the city or town halls, one in its own structure, and one in a women's club. It is interesting to note that the number of registered library users is in each instance in excess of 50 per cent of the resident population -- in Reardan they exceed the total population of the town. These unusually high percentages result from providing services to residents of the surrounding areas. The per capita expenditures of several of these libraries are relatively high, reflecting their uneconomic size.

In the City of Odessa, the Town and Country Junior Women's Club has adopted library improvement as one of its major projects. This club has been named state winner and is a national finalist in the 1966-68 Community Improvement Contest co-sponsored by the General Federation of Women's Clubs and the Sears Roebuck Foundation.

Pend Oreille County

Within Pend Oreille County, which has a population of 6,900, there are three community libraries. These are inadequately housed in rooms in city halls that are also used for other purposes. The Metaline and Metaline Falls library is a joint operation sponsored by a civic group and receives no financial support from either city -- other than housing -- and funds are obtained by annual drives, charges for borrowers cards ($1.00 per family), and rental charges for newer books (10 cents for a two-week loan period). The other libraries receive financial support from the local governments. Table 13 indicates how limited are the collections and support.

Adams County

Of Adams County's population of just under 10,000, more than one-half is within the two cities of Othello and Ritzville. The only two public libraries in the County are located in these communities. Unlike most of the community libraries in the Washington counties adjacent to Spokane these are well housed in their own buildings. Also, these libraries are unusual in that they receive a measure of financial support from the County. This is, however, only a very modest assistance representing a relatively small percentage of what are inadequate budgets.

The geography of Adams County gives rise to the possibility of a division of the County for purposes of library service. Clearly, the northern portion including the City of Ritzville should fall within the service area centered in Spokane. The southern half of the County might find it more convenient to look to the mid-Columbia or North Central regional system or Whitman County for library affiliation.

Northern Idaho

In the course of the survey the professional library consultant on the staff attended a meeting of Northern Idaho librarians called by the Idaho State Library. Also attending the meeting were the heads of Spokane Public and Spokane County Libraries. The possibility of closer ties among these libraries was discussed and the reaction to the idea was generally favorable. As has already been indicated, the public libraries in the four or five most northern counties of Idaho are in need of and would benefit from some form of affiliation with a strong library system, such as Spokane City and County. Table 14 summarizes certain basic information on present library services in that area.

Table 14

PRESENT LIBRARY SERVICES IN NORTHERN IDAHO

Library	Service Area Population	Assessed Valuation	Library Income
Bonner County			
Priest River	1,749	$644,000	$394
Sand Point	4,355	2,656,000	7,060
Boundary County			
Co. Library Dist.	5,809	9,523,000	13,800
Benewah County			
Plummer	344	190,000	100
St. Maries	2,435	1,146,000	4,985
Co. Library Dist.	3,257	--	7,170 (a)
Koatenai County			
Coeur d'Alene	14,291	9,531,000	21,847
Harrison	294	158,000	807
Post Falls	1,983	1,124,000	2,332
Rathdrum	710	249,000	600
Spirit Lake	693	210,000	50
Shoshone County			
Kellogg	5,061	5,905,000	11,338
Mullan	1,477	370,000	1,152
Osburn	1,788	1,228,000	700
Wallace	2,412	1,616,000	4,382
Totals	46,667	$34,550,000	$76,717

(a) The County Library District serves the rural population through a contract with Latah County for bookmobile service -- a demonstration project.

The inclusion of Benewah County in this area is subject to some question because of its present bookmobile service contract with Latah County to the south and the likelihood of its looking to Whitman County, Washington, for other types of library cooperation. Although this information is incomplete, it is sufficient to reveal much the same need for a strengthening of services as in the case of the outlying counties in Northeastern Washington.

Service Deficiencies Summarized

It is obvious from the foregoing account of present services in the adjacent Washington and Idaho counties that serious deficiencies exist. This is not to imply that, given the size of the communities served and the resources available to support the services, a significantly better job could be done in the absence of a countywide organization and association with a large, strong library or library system. What is now offered is not good library service, but it is probably the best that can be achieved under present arrangements. A truly quality library service at reasonable costs cannot be offered to such sparsely populated areas under any circumstances. As will be pointed out later, an affiliation of these small libraries -- desirably with county support -- with the Spokane libraries could, however, result in substantially improved services to the residents of these counties.

Distinguishing Features of Present Library Services

The preceding report sections identify the characteristics of the area and population to be served, the existing organizational structure for the provision of library services, present facilities and resources, and obstacles in the way of a more logical service pattern. The next necessary step in the direction of determining what form, structure, and activities would provide quality public library service for all the residents of Spokane County (and additionally, for those of surrounding counties comprising Spokane's natural trade area) is to determine what special features characterize the two libraries which form the nucleus of this study, the Spokane City Library and the Spokane County Rural Library. Some of these features represent strengths; some consitute weaknesses. It is important to examine both strengths and weaknesses to arrive at a plan for improved services. It is also important to know what each library has to offer the other as its special contribution to the over-all effectiveness of a joint services program such as herein recommended, and what practices and procedures now in effect in both or in either library will require modification to allow the joint operations to produce better service for all library users.

Strengths common to both libraries are:

1. There are clear cut aims and objectives, expressed by both libraries, which exemplify high ideals of library service.

2. Policies are set by boards of trustees which operate in a business like manner, adhere to the legal requirements of public libraries in the State of Washington, meet regularly, maintain proper relationships between governing boards and professional administrators, and perform creditably what is normally expected of library trustees.

3. Each library is headed by a certified, trained, and experienced professional librarian.

4. The majority of staff members of each library are self-critical of their methods of operation and spend much time in evaluating what they are doing in relation to effective operations. They accept criticism graciously and seem to appreciate the stimulus it gives to their efforts to improve service.

5. The two fiscal departments are operated by capable personnel who maintain complete, correct, and useful financial and statistical records.

6. Materials are selected from standard reviewing aids, represent subjects and data of current interest, provide wide variation in point of view, and generally meet high standards for book selection.

7. Books and other library materials are classified and cataloged according to the system in general use in public libraries.

Special Strengths of Spokane Public Library

Features characteristic of the Spokane Public Library which would contribute to the enrichment of any services undertaken jointly by the libraries include:

1. A rich and valuable book collection, especially in the field of art, music, and Northwest history; valuable files of back issues of many periodicals; government documents in unusually good and retrievable order; more rare books than are normal, or perhaps appropriate, for a public library (BUT NO FACILITIES FOR HOUSING OR DISPLAYING THEM, thereby rendering them of limited usefulness).

2. Special attention to the procurement and circulation of such non-book materials as films, tapes, and musical and non-musical recordings; qualified staff to make them useful to the public.

3. Regular programs of noon musicals and other cultural events which are becoming a popular feature for library users who find themselves in the downtown area at noon. (Many bring "sack" lunches.)

4. Unusually high standard of reference service through a staff that is making deliberate and intensive efforts to liberalize its policies on book circulation and give the public easier access to needed information.

5. Recent emphasis on service to business and industry through a division of the Reference Department. (This should be expanded into a Department of Business and Technology with added space and staff.)

6. Practical implementation of a policy of regular and planned participation by branch personnel in library affairs (joint attack on problems, selection of materials, sharing of ideas, special events, and the like); this policy is in contrast to the compartmentalization imposed by the autonomous branch structure.

7. Particular strengths and skills in organization and administration in the ordering and technical processing departments with staff members who are aware of the imminence of automation and its potential for libraries.

Special Strengths of the Spokane County Rural Library

The following features of the Spokane County Rural Library would add strength to any related services undertaken jointly by the two libraries:

1. Staff with a renewed sense of purpose for upgrading services, stimulated by the successful vote in November 1967 for the two mill tax levy.

2. A branch system with a fluid book collection of high quality operated by staff skilled in the techniques of book rotation and with an excellent record for doing so.

3. A good concept of what is involved in establishing extended service units as illustrated by the high quality of the new contract library at Cheney, the improvements planned for Millwood, and the standards maintained in carrying out the joint contractual arrangement with the Washington State Library for service to State institutions.

4. Progress in the freeing of staff time for increased service to readers by simplifying records and routines.

5. Serious study of the use of bookmobiles, accompanied by significant changes in service emphasis.

6. Facilities and property for expansion, including a tract of vacant land now located in the newly expanded city limits and a large structure into which the library is planning to move its headquarters operation.

Areas of Needed Improvement

Certain practices, procedures, routines, and conditions, some common to both libraries and some limited to one or the other, tend to restrict service effectiveness to varying degrees. The maximum success of the proposed joint services which this report recommends will require corrective action in these areas:

1. Maintenance and operation of some branches which are locked into tight compartments, resulting in an autonomy which violates the basic principles upon which library systems are built.

2. Policies whereby no branch, stations, or other outlet may have a book title in its collection unless or until the main library has the same title.

3. Cataloging and processing new books is done in too great detail and is not sufficiently centralized to permit maximum effective staff utilization.

4. Some service outlets being operated with virtually no contact with headquarters.

5. Lack of regular, formal contact between the City and County Libraries, currently limited to some uneven interplay between the two registration staffs.

6. Unenthusiastic approach to procurement of materials for library users through interlibrary loan and reserve.

7. The amount of reimbursement to the Spokane City Library for free use of the facilities by county residents is an unrealistic figure that is based on insufficient use and cost data.

8. Multiplicity of check out points (four) for circulation of materials in the same library building.

9. Insufficient specialists in certain types of library work such as work with children and young people, adult services, liaison with public schools, and public information.

10. Necessity to render many of the professional services of the libraries with insufficiently trained personnel.

11. Public service units often housed in crowded, inadequate buildings.

12. Undue portion of the bookmobile service going to serve children at schools (where school libraries should be meeting their reading needs) resulting in a deficiency of service to other segments of the population.

13. Maintenance of cumbersome outmoded registration systems, expensive in time and materials and resented by the public -- problems attendant upon these registration methods do much to offset the tremendous effort being made by other departments in both libraries to render quality service.

Inter-library Cooperation

Cooperation among libraries is currently the most discussed aspect of librarianship. Although some evidence leads to the belief that there is still more conversation than cooperation, the interest in it at all levels of librarianship is resulting in considerable planning effort and in many concrete acts of libraries working together. In certain aspects of librarianship, libraries and librarians have cooperated with each other rather consistently over many years. Some of those efforts have produced significant results in extending library services to areas formerly without libraries, increasing financial support for public libraries, and improving services generally.

In the tradition of professional organizations, cooperation among librarians has been guided by leadership from the American Library Association since its establishment in 1876. Special programs carried out on national or regional scales have given librarians valuable experiences in working together and have broadened their own

professional horizons as well as helped to expand their capacity for public service. Cross-fertilization in the compilation of standards for all types of libraries has given these standards professionwide publicity and acceptance well beyond the ranks of the professionals. The necessity to turn for additional library support to the Federal Governmeent in the early 1950's caused closer coordination of effort among libraries and more attention to each other's problems. This new, and to many completely unfamiliar, role developed in the profession an effective corps of librarians and trustees whose experience in working together began to result in increased Federal support for libraries and in more sophisticated cooperation on local service projects.

Following the passage of the Library Services Act in 1956, subsequent Federal legislation on libraries has included provisions for councils, committees, and other organizational machinery for libraries to work together. Finally, the emphasis on library cooperation was brought to a practical head through the inclusion of Title III in the Library Services and Construction Act (1966) which charges state library agencies with bringing about cooperation through the establishment of networks of all types of libraries. Washington State's plan for implementation of the network responsibility is described below.

Through the aegis of the Library of Congress, library cooperation has been going on for years. The card catalog service which the Library of Congress has offered to libraries throughout the country represents a kind of "centralized cataloging" that pre-dates by many decades the current explorations and activities in this field.

Other services of this outstanding library which, though not technically organized as such, actually serves as a national library, illustrate library cooperation in many ways. Its services to the blind have long been an effective means whereby librarians throughout the country are able toserve this segment of the population. The MARC Project of the Library of Congress promises a veritable revolution in the library world as it brings mechanization by way of computer tapes within reach of every library which is attached to the networks now being formulated to accommodate the machine-readable data by which cataloging can be done.

Emerging simultaneously with the work for Federal support for libraries, which culminated in the successful passage of the first Library Services Act in 1956, were the public library standards which stated categorically that cooperation in library systems was no longer just desirable but absolutely essential to achieving reasonable standards of service.

Trickling down to a level nearer to that represented by this report, this same stream of cooperation flows into state, county, city, and community library activity providing fertile soil in which even more effective joint action can take place.

The four Northwestern States of Washington, Oregon, Montana, and Idaho, and the Canadian Province of British Columbia, allied together in the Pacific Northwest Library Association, gave practical form to regional cooperation in the use of printed materials by the creation of the Pacific Northwest Bibliographic Center. This Center, now supported by contributing member libraries, operates out of quarters furnished by the University of Washington in Seattle and

provides interlibrary loan service to all requesting libraries in the designated area. A very recent development at the state level in Washington promises much in the specific field of access to materials. For its State Plan under Title III of the Library Services and Construction Act, the Washington State Library had developed a program with the three-fold intent:

1. To promote the increased sharing of resources by libraries, particularly of different kinds and with different area jurisdictions.

2. To use modern technology in an appropriate, economic manner and by doing so to facilitate the sharing of resources.

3. To expand the availability of library material to every resident of the State.

This resulted in A PROPOSED LIBRARY NETWORK FOR WASHINGTON STATE which has been accepted by the Title III Advisory Council, adopted by the Board of Commissioners of the Washington State Library, and approved by the library profession through the State in a series of meetings in which the general principles of the proposed network were presented. Plans are moving ahead for its implementation on the timetable proposed by a research team which evolved the network plan.

Local on-going examples of library cooperation, all of which point to the capacity of librarians in the Spokane area jointly to seek solutions of their problems, include:

1. A financial arrangement whereby the Spokane Rural Library District pays the Spokane City Library for county residents' use of the facilities of the City Library.

2. The organization of an informal professional study group comprised of librarians from all types of librarians in the Spokane area (SPIEL -- Spokane and Inland Empire Librarians).

3. The coordination of all school library service in District 81 under the direction of the School Library Supervisor with centralized cataloging and supervised program planning.

4. A joint committee of staff members from the Spokane City Library and School District 81 to work on mutual problems.

5. The compilation, distribution, and maintenance of a union list of serials showing all holdings of the major libraries in the area.

6. The generous loan policy of the larger libraries in the area towards the smaller ones.

7. Active participation of local librarians in the professional work of Pacific Northwest Library Association, Washington Library Association, Governor's Conference on Libraries, and library-related activities.

This considerable reference to the long-time, if still too limited, experience of librarians in working together and to the vigorous steps now being taken in actual cooperation among libraries in the Spokane area is made to point out how favorable the current climate is for such joint operation of library services as are herein recommended. Pains have been taken to be certain that any proposals now made will mesh with the work being done to reduce library operations to automation, to set up a state network, to blend with the all-over state plan for library development in Washington, and to be consistent with efforts of local governments generally to find regional or area solutions to common problems.

III. A RECOMMENDED APPROACH TO SERVICE IMPROVEMENT

It seems quite clear that the best approach to the provision of public library services in the City of Spokane, Spokane County, and the surrounding area is a regional one. This means an areawide organization and program participated in by all of the concerned local public jurisdictions -- cities and counties. Logically, that area would embrace all of the Washington Counties of Spokane, Lincoln, Pend Oreille, and Stevens, at least the northern one-half of Adams County, [1] and the Northern Idaho Counties of Bonner, Boundary, Benewah, Koatenai, and Shoshone. [2]

The most appropriate organizational arrangement would be a regional library, representative of the local public jurisdictions comprising the area. State of Washington law permits various methods of accomplishing this and several such regional libraries have been created elsewhere in the State. Those persons who have in recent years studied library services in Spokane County have concluded that a merger of the Spokane City and County Libraries must precede, or be an essential step towards, a broader regional solution.

Until the present time, the one mill levy in Spokane County has meant such unequal financial support -- and hence unequal service levels -- between the two libraries as to make a merger or any form

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1/ The Proposed Regional Library Plan for the State of Washington (1950) divided the State into 12 regions, one of which was centered around Spokane and included all of these counties.

2/ As noted earlier, Benewah County might, alternatively, prefer an affiliation with Whitman County, Washington.

of joint operation impractical. In the past the meagerly financed county program would, on merger, have seriously diluted the services of the Spokane City Library. With the financial support for the County Library doubling as of the present year (1968), as a result of the approved two mill levy, it is now in a position to upgrade its services substantially. The County Library is also, for the first time, in a position to explore with the Spokane City Library possibilities of joint action and services on an equal partnership basis.

Other obstacles, of course, have stood -- and do yet stand -- in the way of a merger or of joint operation of particular library activities. There is a natural reluctance on the part of autonomous jurisdictions to relinquish any measure of their independence. Threatened loss of local control is a concern. Also, there must be reasonable assurance that each party to such an agreement will receive at least as good a service as is now received and that cost sharing be on a fully equitable basis. It is believed that the recommendations made in this report not only contain within them that assurance but provide the best means of library service improvement for all participating jurisdictions.

A word needs to be said at this point regarding the present attitudes of the staffs of the two major public libraries in the area. Probably the most important single factor in the success of any cooperative library venture is staff performance, which stems from staff ability; similarly, the most important factor in the success of any change in library operations is staff interpretation of the changes to the public, which stems from staff attitude. It can be

said, then, with a degree of certainty that the combined services herein described and recommended are apt to be successful in direct relation to the ability and attitude of the staffs of the two libraries.

That the staffs of Spokane City and County Libraries know how to render quality service is apparent from present performance and from the conscious effort being made to improve operations on several fronts. In recognition of this healthy climate of desire to find means of rendering better service, and in light of convincing evidence of continuous improvement in several activity areas of each library, an effort was made to assess prevailing staff attitudes toward joint operation of any or all of the services of the two libraries and toward cooperation with libraries from the outlying territory. Each employee in each library now performing at a professional level was invited to submit a statement expressing an opinion in the following communication, quoted in part:

> "We need from each of you an individual statement of opinion on the merger question: the wisdom of it, or the folly, as your opinion may be; the problems you see involved; the effect you believe it would have upon general public opinion.... Please do NOT sign them or write them in a way in which you can be identified. We are not seeking opinions to attach to persons but rather the variations which will comprise a composite of professional opinion."

Thirty-five employees of the two libraries submitted statements. Twenty-six supported merger and gave thoughtful reasons for believing that unification of the two libraries would result in improved services and more economical operation. An examination of the nine statements which did not support a merger of the two libraries reveals that in four cases their doubts centered around a concern that unification would result in neglect of the small outlets with improvements and

interest in only the larger ones; two opposed an outright merger but followed with a list of suggestions for joint activities by contract which in large part coincide with recommendations made herein. The remaining three objections stemmed from personal reasons, unrelated to the affect on services to the public. In sum, it may be assumed from this sampling of staff opinion that efforts toward unification of services would receive the support of the majority of the two staffs and that they would cooperate to assure that such recommendations as were concurred in by the administrators of the two libraries and adopted by the boards of trustees would meet with success.

The basic approach recommended in this report is one of deliberately moving in the direction of joint activities and operations between Spokane Public Library and Spokane County Rural Library District. Concurrently, it is urged that steps be initiated to lay the ground work for a truly regional system to be built around this core. What is proposed, then, is a phased plan of development. The recommendations made below represent the first phase of such a plan and it is urged that their implementation be undertaken at this time.

Joint City-County Services

It is recommended that the two Boards of Trustees enter into discussions, or negotiations, to arrive at a formal agreement for the cooperative and joint operation of the activities described below. It should be possible to reach agreement -- and to act -- on a number of these without particular difficulty; others involve special budgetary and staffing arrangements which might require some time to accomplish. There is no reason why all should be undertaken simultaneously,

although some are so inter-related as to require coordinated timing of their implementation. Failure to agree on certain of the proposals should not be cause for delay in acting on others.

The vehicle for carrying into effect any or all of the recommended joint activities would be a contract between the two libraries which would spell out the relative responsibilities and obligations of each. The operational and procedural specifics for the conduct of the particular activities need not, and should not, be detailed in the formal agreement; these are best arrived at by concurrence of directors and staffs of the libraries, acting within the general contract terms and in accord with policy instructions from the governing boards.

The recommendations appearing below are sufficiently specific and detailed to permit action being taken on them without further outside consultation, other than that assistance normally available through the Washington State Library. There are now on the staffs of the two libraries personnel with the professional and administrative competence needed to develop the required operational and procedural modifications. In preparing to initiate some activities considerable joint library staff study and planning will be required, in others this will be minimal. It is important that this staff work be started as early as possible to permit the implementation of agreed-upon recommendations at the start of the next year (1969).

1. GRANT UNIVERSAL LIBRARY PRIVILEGES FOR ALL ELIGIBLE LIBRARY USERS AT ALL SERVICE OUTLETS WITHIN THE ENTIRE AREA.

This suggested change occupies the position of highest priority among the recommendations of this report. It grows out of a concern for the users of the library who do not comprehend and tend to resent complicated library procedures, who are inconvenienced by dual registrations, and who do not understand why, once they have been taxed for library service, artificial barriers are set up even within their own library system, much less in the wider city-county area where they know certain arrangements for service payments have been made. There is involved also in this suggestion the strongest possible recommendation for a complete overhaul of the present registration systems in both libraries.

It is apparent that the system of borrower registration now in effect in the City Library has become so cumbersome and so reprehensible to the public that the ill will thus generated is negating much of the considerable effort otherwise being made to provide quality service. A system more compatible for the combined service area and in line with efforts of modern libraries to eliminate inconvenience for library users involves such features as:

a. Widespread publicity of the fact that any person living anywhere within the service area may use any public library therein.

b. Discontinuance of registration of borrowers with individual registration records kept only for persons who do not comply with library rules.

c. Practice of issuing books to readers upon presentation by them of any acceptable identification (driver's licenses, social security cards, etc.) with special arrangements for children who may not carry such identification.

d. Similarity of charging procedures and equipment insofar as different sizes of the service units will permit.

2. COMPILE A UNIFIED DIRECTORY OF THE HOLDINGS OF ALL PARTICIPATING LIBRARIES.

For the joint reference and reserve service recommended under Item 4 below to reach maximum effectiveness, it will be necessary to compile a union list of the holdings in books and other library materials of all the participating libraries.

Existing conditions make this an especially propitious time for such joint activity:

a. The separation by the County Library of its headquarters and its Valley Branch necessitates some provision for dividing the catalog records.

b. The advent of the State Network under Titale III of the Library Services and Construction Act requires a unified directory of holdings in machine-readable form, so that the half million books in the libraries of this area may be represented among the resources of the region.

c. The readiness of other Washington libraries of comparable size and circumstance to take similar steps in compiling unified directories for their respective areas, which, if done together, will make possible great savings in cost.

d. The interest of the State Library in assisting these libraries, both professionally and financially, in library cooperation generally, and in implementing Title III specifically.

It is assumed that in the implementation of this recommendation the libraries would (1) utilize the MARC II format in compiling the unified directory; (2) coordinate with the State Network plan in interest of economy; (3) elicit financial assistance in compiling the directory from the funding sources which will support the Network; and (4) be in consonance with the other libraries in the work of compilation to avoid duplication in converting present catalogs to machine-readable form.

3. ESTABLISH AND MAINTAIN A CENTRALIZED FACILITY FOR SECONDARY BOOK STORAGE.

Numbers of books and masses of information being what they now are, it is to state the obvious to declare that no library can have everything and even though a library tries to be self-sufficient it can never fully satisfy its readers' needs. While every library must have some of the same books on its shelf at the same time as every other library, it is unthinkable that users of one outlet of a library system should come to that outlet week after week, month after month, or even year after year, and see most of the same titles while their friends across town are having the same experience in their library. One of the basic principles upon which a library system is built is the fluidity of the book collection. Without this, there is really no library system in the modern sense of the term.

The open shelves of the public area of any library service unit are premium space and should be occupied by only the most recent, most attractive, and most useful materials. Parenthetically, it needs to be stated here that this does not negate the possibility that a branch located in an area where readers are predominantly older people who prefer older books, could not feature such material and thereby satisfy the requirement that "the most useful" material be given premium space on the shelves. With the exception of the Shadle Branch in Spokane where the use of the library is so great that more than 50 per cent of the book collection is out on loan most of the time, and the new library at Kettle Falls where the library has never been stocked completely, space problems exist in all library service units. These range from

situations representing merely a public inconvenience to those where service is seriously affected. More of the units of both libraries are in the seriously affected category than the other.

It is to secure movement or fluidity of books among the libraries and to alleviate the crowded conditions in them that this recommendation is made.

The operation of a secondary storage space or book pool as herein recommended carries with it the expectancies that:

a. The books which are stored will be good, usable ones brought from the shelves of all service units and participating libraries -- books which have passed their peak of popularity and which must be moved to provide premium public shelf space for newer or more useful titles.

b. The storage facility is not to be used as an alternative to weeding and discarding useless material; its contents will require the same professional selectivity as other facilities of the library system.

c. There will be daily delivery service out of the storage facility to libraries within the first delivery perimeter, less frequently to outer perimeters; provision may be necessary for sub-storage at convenient locations in more remote areas; and most certainly there should be frequent service by mail where distance prevents daily van delivery.

d. Branch and community librarians will be allowed time and furnished transportation to make regular and emergency visits to the storage facility for selection of materials.

e. Shelving and records will be such that there can be easy inspection, rapid retrieval, ease of movement from one location to another, and clear identification of ownership of all stored volumes.

4. PROVIDE A SINGLE REFERENCE AND RESERVE BOOK SERVICE THROUGH ONE CENTRAL INFORMATION CENTER.

This recommendation that there be one strong central collection, from which reference service shall emanate and through which requests for special books (reserves) shall flow, is in its service implications second only to the adoption of simplified and universal use privileges. If users cannot get the information they want or borrow the books they wish to read they do not need libraries -- and, indeed, they should not support them.

The task of selecting from among all the books being published the relatively few permitted by too small book budgets makes it imperative that these two libraries, drawing support from many of the same taxpayers and serving residents of the same area, use every means to make as many books as possible available to all the people. In face of the still unmet needs, the unnecessary duplication of even one book is not acceptable. To tell a patron that the library cannot buy the book he wants because the money to pay for it went for an expensive index which the other library had also bought -- and which could have been used by them both together -- is to deprive him of a service he has every right to expect. It is quite likely -- and much to be deplored -- that a reader may wait for weeks for special requests at one library when the book sits on the shelves of another unit of that same library or in the collection of the other library system. A generation of people with sufficient technology to transport men through space should be able to move books which people want to read between two locations in Spokane County.

The timing is now especially good for combining the Reference and Reserve Departments of the two libraries. The Spokane City Library's Reference Department is in the process of adopting new policies toward more freedom of book circulation and the Spokane County Library is moving its headquarters operation away from its basic reference collection. The latter collection must remain in the Valley Branch if local residents are to continue to have the quality of service which has been steadily building up at that service point.

Consolidation of these two service-oriented departments into one Central Information Center will:

a. Provide more materials with which to render better service and combine individual staff subject specialties and interests into a more effective whole.

b. Result in better service to local units since more staff time can be concentrated on their needs and the joint holdings of all the libraries will serve as a reservoir from which requests can better be filled.

c. Necessitate some physical shift in space arrangements in the Reference Department of the Spokane Public Library.

d. Require that the numerous special collections be combined into one consecutive run of the classification scheme.

5. EXTEND TO OUTLYING COMMUNITIES A DEMONSTRATION OF SERVICES SPECIFIED IN BI-LATERAL CONTRACTS.

To provide library service approaching any degree of adequacy for the residents living in the Inland Empire's four outlying Washington counties which fall within Spokane's trading area will require the maximum county support permissible by law, 1/ with the incorporated towns participating at an equivalent level, plus additional funds for building and/or maintaining physical facilities. Since only one of the four counties of Lincoln, Stevens, Pend Oreille, and Adams now makes even a token payment to any public library service, it may be assumed that full areawide county support will not be forthcoming in time to give the needed help to the town libraries now working to provide service under severe budget limitations. Some interim steps are indicated whereby these towns may receive the immediate stimulus of professional consultation, participation in program planning, enriched book collections, and centralized reference and loan services. As a matter of fact, several of these services are now being given on an incidental basis to the librarians and trustees of these small libraries by staff members of both Spokane Public and Spokane County Libraries through nothing more formal than neighborly professional interest and generous interlibrary loan.

It is to provide this immediate impetus and to raise the assistance now being given to a more formal, business-like level

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1/ RCW 27.12.150. The maximum is two mills on property in the unincorporated areas.

that this report recommends the negotiation of bi-lateral contracts between each of the towns and the Spokane Public Library and Spokane County Library.

Since full remuneration for the services envisioned in this suggestion could not now be made, this effort would take on some of the characteristics of a demonstration -- not in the generally accepted sense of providing a full range of library services supported by outside funds, but rather a modest attempt at showing what can be achieved through local effort augmented by a measure of external assistance.

The contracts thus entered into would spell out the kinds and frequency of services to be rendered, the arrangements for whatever remuneration was possible, and the length of time the joint relationship would be expected to run. Such arrangements should make clear the experimental nature of the projects and the expectancy of ultimate full local support.

A subsequent section of this report offers a proposed areawide library service plan; the above recommendation represents the initial steps towards its development.

6. CONSOLIDATE BRANCH PROGRAM PLANNING AND PERSONNEL TRAINING.

The planning and preparation which go into training sessions and meetings for the exchange of ideas and sharing of problems suggest the value of joint effort. It costs little more to plan for a meeting of twenty branch librarians than one of ten. Even though the sizes of the "retail stores" of library service envisioned herein will continue to vary greatly, many of the considerations of service to the individual reader are identical. There could be mutual benefit from study and training sessions between the service personnel of the county branches who work in a loosely-knit structure with fluid book collections and the librarians of the city branches who serve in tightly compartmentalized situations with rigidly fixed book collections. Again, here is an opportunity for the best to be gleaned from two divergent practices, each having something to offer the other.

Joint operation in this area of branch planning and training would encompass such activities as: production of program materials for all to use (summer reading clubs, reading lists, book information, etc.), organized visits to libraries in other administrative areas, training opportunities of the short course variety, pooling of ideas and experiences, sharing of mutual problems and solutions, and opportunity to examine new books and coordinate book selection.

This recommendation includes the suggestion to the administration of the Spokane Public Library that a policy of rotating librarians among the several branches be adopted, including in the rotation the larger county branches in the suburban areas around Spokane. Such interchange of staff would enable branch librarians

to gain new experience, try out new ideas, and give each library -- and its public -- the benefit of all the skills and techniques available among the entire branch personnel.

As the two libraries progress toward more complete merger, it will become desirable to create a position of Coordinator of Branch Services and bring the activities described herein together under unified direction. Coordination with specialists in children's work, adult service, and other areas would thus be facilitated. In the meantime, good results can be achieved by the two libraries working together in the manner proposed above.

7. CREATE AN OFFICE OF SCHOOL RELATIONS

One professional staff member, preferably with training and experience both as a librarian and as a teacher, should be assigned to head a School Relations Office with responsibility to provide liaison between the public schools and the public libraries. Admittedly, this recommendation is innovative and does not represent the approach to the problem that most libraries now take. Adopting this approach so that students will have their insatiable appetites for materials to support their study programs more nearly satisfied would place these two libraries in a position of imaginative leadership in the tangled field of public library-public school relationships.

Rarely does a meeting of public librarians take place when the problems of the children in the public library seeking help with their school assignments does not arise. Visits with the librarians in the

Spokane area was no exception, even though relationships here between the schools and the public libraries are much better than in many other places. Factors contributing to this include:

a. Excellent centralized library organization in Spokane School District No. 81.

b. School officials throughout the area who recognize the value of libraries to their schools and who are able to carry over that concept into a broader appreciation of good library service for the general public as well as for the school children.

c. The existance of the joint committee of school librarians and public librarians, described in the section of this report the ways in which libraries are already cooperating in the Spokane area.

d. The generally good quality of school libraries in the area.

e. The City and County bookmobile services to children at schools for over two decades, which has created an atmosphere of cooperation among school officials, school librarians, and teachers. (It has been noted that this service has been provided at the expense of better service to other segments of the population.)

Conditions still exist, however, that point to the need for further work on the problem of satisfying the requirements of the students. Students still crowd the public libraries after school and in the evenings with assignments that were insufficiently understood or with requests for materials not available in sufficient quantities, if at all. In spite of the phenomenal growth of school libraries they are still uneven and spotty in their resources, personnel, and hours of service. Children attending non-public schools are as much a part of the public library's "public" as are the children attending the public schools, but do not, for example, receive their share of bookmobile services. Also, changing patterns in the teaching methods

call for a new kind of library usage which the bookmobiles are less well equipped to furnish than is a well-stocked school library.

A job description of the School Relations Librarian would include such duties and activities as:

a. To become completely familiar with the legal structure of all of the schools in the public libraries' service area and to learn in detail how the school libraries operate within the administrative framework of the different schools as well as what facilities are available for children in each.

b. To determine what type of service the public library should be giving to the children in each school for those children to receive the maximum benefit from the library efforts and funds being expended in their behalf.

c. To attend meetings of school librarians and teachers where matters pertinent to library service to children are being discussed.

d. To transmit to other public librarians the point of view of the school officials, teachers, and librarians on matters of mutual concern; to represent the point of view of public librarians to concerned school personnel.

e. To become sufficiently familiar with school curriculum to give to the acquisitions personnel in the public library system helpful guidance on what to buy to supplement the schools' materials and on how to avoid unnecessary duplication.

f. To develop methods of better communication between schools and public librarians, between teachers and public librarians, and between students and public librarians.

g. To coordinate the work of the Children's Department(s), Young Adult Department(s), and the Bookmobile Department(s) with the students and with the school officials, librarians, and teachers.

h. To be the direct and official contact between the Office of the School Library Supervisor and the administrator(s) of the public library systems.

8. COORDINATE BOOKMOBILE SERVICE

This recommendation implies bringing together in one unit all bookmobile activities, operating all vehicles out of one physical location, combining all books assigned to the bookmobiles into one collection, and placing all bookmobile personnel under one supervisor.

The results of such unification are expected to be:

a. Time for added stops through more efficient scheduling and the elimination of mileage overlaps.

b. Larger reservoir of books from which to draw.

c. Better utilization of bookmobile personnel.

d. Possibility of specialization in bookmobile service with some units being used primarily or exclusively for school stops -- where analyses indicate that such an operational method would be feasible.

e. Possibility of alternating vehicles on a given run to assure a wider selection of books.

The practical measures of implementation of this recommendation would include:

a. A thorough-going analysis of the use now made of the bookmobile with considerations given to more community service instead of the present emphasis on service to children at schools, to longer stops, to Saturday and evening schedules, and to stops in such heavier traffic areas as busy shopping centers.

b. Setting up the combined operation in the new county headquarters building. This has two advantages. It will give space sufficient to combine the existing bookmobile operations and it will free the space used by the city bookmobile service for ground level public service in the Sylvester Health Branch. At this facility, the long stairs up to the public area of the building prevent many persons in this community of older citizens from using the library,

9. SELECT, PURCHASE, AND PROCESS LIBRARY MATERIALS JOINTLY.

Through a cooperative approach to selecting materials one library's collection can augment another's and needless duplication of important but infrequently used titles can be avoided. Joint purchasing reduces the expense of ordering and results in somewhat larger discounts on certain types of books. Processing library materials cooperatively offers significant opportunities for savings. The recommendation follows, therefore, that these three basic library procedures -- selecting, purchasing, and processing library materials -- be done jointly.

At present the widest operational divergence between the two libraries lies in the area of procurement of materials. The County Library procedure is highlighted by promptness in securing new books, the City Library's by the extent of staff participation in book selection. It is suggested that a joint program be instituted that combines the strong features of the two approaches.

Both libraries have given much attention in the recent past to speeding up the processing routines, resulting in great improvement in getting books to their readers. The elimination, however, of certain unnecessary details which still remain would produce further benefits. The present policy, for example, of giving each book a completely different call number is one designed for closed stack libraries where access to books is obtained only through call numbers. It is unnecessary in an open shelf public library where books are more easily and more generally retrieved by author and title. More cataloging details are expended on the "easy books" in the children's collections

than are merited by the use to which these books are put. The elimination of many markings now placed inside the books would save much time.

The time thus saved would enable the catalogers of the two libraries to assume responsibilities for other aspects of the organization of materials, among which should be:

a. Processing the records, tapes, and films which is now being done by the Head of the Fine Arts Department, thereby freeing its professional librarian to render a quality of service in music and art that is rarely available to a library's public.

b. Bringing under bibliographic control ephemeral materials which often contain information unavailable from any other source and which is very useful if properly organized, especially in branch and community libraries where book budgets are limited and space is at a premium.

c. Developing procedures and means of making the considerable number of books now held in locked cases more available to the library staff and the public -- books which are, in many instances, neither rare nor out of print, and which are thus made inaccessible to the librarians while working on reference duty and virtually useless to the borrowing public.

It is also important that both libraries gear their processing for eventual computer applications. Together they can do this more effectively than either can separately.

This recommendation is closely related to the earlier proposal (Item 2, above) that a unified directory of holdings be prepared. Not only should all new acquisitions be processed jointly as herein described, but also they should be classified and cataloged to harmonize with the format to be used in the Network; simultaneously, the preparation of the listing of the present book collections should be accomplished. It will require a minimum of two years to close the gap and thus produce a complete unified directory of past holdings and new acquisitions.

10. INSTITUTE A JOINT PUBLIC INFORMATION SERVICE.

There is need for an active program of organized public information in both libraries. No single library activity lends itself better to joint effort than:

a. Policy interpretation to the public.

b. Preparation and dissemination of current acquisitions, reading lists, bibliographies, and program announcements.

c. Production of posters, displays in and out of the libraries, and illustrative materials to support library services -- and rotation of such materials throughout the system.

d. Coordination of library involvement in other community activities, generally in the subsidiary role of providing background information for such events as art shows, concerts, festivals, elections, special civic projects, and programs and activities geared to alleviate social and economic problems.

It is therefore recommended that the libraries jointly establish a Public Information Service. The person directing this activity should have training and skill in public relations in the broadest sense and would plan and execute broadcasts, displays, book lists, informational sheets, and reports and would assist the administrators in representing the library's point of view in coordinated community drives and programs.

Financial Considerations

The financial implications of the recommended joint service agreements between the two libraries are of major significance. That improvement in services to all library users in the area will result from joint effort has been substantiated. There remains the question of equitable sharing of the costs. Before considering this question, it seems desirable to comment on the present arrangement whereby Spokane County Library has agreed to pay Spokane Public Library $10,000 annually to open its doors to county residents.

It is at once apparent that the county residents now receive a great deal of service for this very modest payment. For example, the $10,000 amounts to $0.50 per registered county borrower whereas Spokane City Library expenditures this year will equal $4.37 per capita for city residents. 1/ Similarly, the County Library is paying the equivalent of only $0.10 per unit of circulation, whereas its own per unit costs in 1967 and those of the City Library were at least four times that amount. Viewed another way, the County Library payment equals less than one per cent of the City Library budget although materials circulation to county residents approaches ten per cent of the total circulation of the City Library.

The above recommendations for joint services will, if adopted, alter the pattern of relationships between the two libraries. In the paragraphs that follow the cost implications of joint operations are analyzed on a service-by-service basis and suggestions are made

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1/ Calculated by subtracting the $8,000 county payment for the year 1968, from the total budget of $815,851, and dividing by a population of 185,000.

on the sharing of costs. As would be expected in view of the relative discrepancy in past support for the two libraries, entering into a joint service program will require added County Library expenditures for these services. The increased income of the County Library occasioned by the two mill levy gives it the capacity to meet this expense. During the current year most of its new funding is committed to the renovation and furnishing of the new headquarters facility, but in succeeding years this will be available for general service improvement. The County Library will have the option of proceeding independently in the service areas for which joint operations are herein recommended. It is strongly felt, however, that for the same outlay much more can be achieved in the way of improved library services through joint service contracts with Spokane Public Library. These will require only a portion of the increased income of the County Library, leaving the major part for strengthening other services.

Recommendation 1: Universal Library Privileges. This single most significant step in improving service to the public and creating a more favorable public opinion toward the libraries will cost nothing. In fact, it will re sult in considerable saving as shown below:

For the year 1968 the two libraries have budgeted for salaries for registration and switchboard operation a total of $33,648.

If the registration of borrowers is eliminated and records kept only of users who fail to return books and/or pay fines, the new system will cost in salaries an estimated sum of $5,500.

The switchboard can be operated at an estimated maximum of $9,000.

There will result an estimated combined saving in salaries to the two libraries of more than $19,000.

There will be additional savings in supplies which will probably be offset by necessary changes in charging equipment.

Recommendation 2: Unified Directory of Holdings. The initial steps in implementation of this recommendation require no special costs or financial arrangements between the libraries. Actual preparation of the directory will involve special expenses, but these will be met by the State Network project funds. Much can be done in the initial year by the two libraries in planning, preparing records for conversion, and meeting with libraries from other areas to work out steps for synchronization. Since many of the necessary discussions will involve the entire staffs of both libraries, this will become a system-wide project with the leadership role carried by the department under which the cataloging and processing are combined as proposed in Recommendation 9.

Recommendation 3: Secondary Book Storage. When one considers the alternatives to centralized storage for less frequently used books within any library system, the cost of providing and maintaining storage becomes insignificant in comparison. The buildings housing overcrowded service units must be enlarged or the books discarded. It is a waste of money to enlarge the public service area of a building to store books. No library was found in the entire region whose circulation justifies enlarged public space except Valley Branch and Millwood -- both of the County Library -- where expansion plans are being carried out.

The creation of this central storage facility involves space, shelving, staff, and mobile equipment. A small staff of as few as one clerk and two pages could maintain it in addition to a delivery crew of two drivers operating two small vans.

The space and shelving could be made available at the new County Library headquarters facility and could comprise most of the County's share of expense. For example, if 3,000 square feet of floor space were provided to accommodate a book pool of 45,000 volumes, this would represent an annual contribution of more than $3,000. 1/ The 150 double-faced sections of standard steel stack shelving required will cost an estimated $90 per section, or a total of $13,500.. Shelving is a long term capital investment. The City could provide a clerk in exchange for the space and the two libraries share cost of the two library pages. City Library already owns one van and employs one driver; the County should purchase a second van from its accumulated capital funds and provide a driver. The first year of van operation could be on equal cost basis, with each library paying for one van's expenses and one driver. Accurate mileage and time records should be kept during that period to determine the equity of this initial arrangement.

Recommendation 4: Central Information Center. The following reflect 1968 budgeted amounts for services that would be provided under this recommendation:

> The Spokane Public Library has a staff in its Reference, Periodicals, and Readers' Adviser Departments with a salary budget of $84,236.
>
> For reference books, periodicals, serials, and special indexed volumes, it budgets $22,650.
>
> The Spokane County Library budgets for references and reserve work $10,860.
>
> For its reference books, estimated on the basis of 20 per cent of total book expenditures, it spends $8,000.

1/ Using 8 1/2 cents per square foot per month.

If the two services were combined into the recommended Central Information Center certain financial adjustments somewhat similar to the following might be made:

> The County Library would provide the City Reference Department with one professional librarian and one clerk (or with equivalent funds) at the annual rate of about $11,000.
>
> The County Library would add to the book fund of the Center 25 per cent of its budget for reference books, amounting to $2,000.
>
> To these might be added minor adjustments for postage, forms, and supplies.
>
> These arrangements would add substantially to the City Library's reference facilities and personnel, giving the Central Information Center an annual budget of slightly more than $120,000.

Recommendation 5: Bi-lateral Contracts with Area Libraries.

Because the needs of the various area libraries differ so widely and because the exact degree of interest in joint operations in each community is yet to be determined, specific cost figures cannot now be developed. A full discussion of the financial circumstances facing these libraries -- indeed the entire outlying area -- is given in the later report section, "Towards an Areawide Library Service".

Recommendation 6: Branch Program Planning and Personnel Training.

No additional costs are involved here beyond what each library is now doing, or should be doing, in bringing branch librarians to training sessions, making regular supervisory visits to branches, and planning cooperatively among its service units for summer reading programs, adult services, orientation visits of school children, discussion groups, story hours, and other special activities.

Observations indicate that some 50 per cent of the time of the Assistant Librarian in the Spokane Public Library and the Extension

Supervisor in the Spokane County Library is spent in work with the branches. This fairly equal division of work load is also reflected in the estimated amount of time spent by the County Library Director on branch matters compared with the branch duties of the Head of the Children's Department in the City system. Each library can continue to provide travel for its branch personnel without any financial adjustments. Any costs incurred by additional programming, such as summer reading club materials, can be divided between the two libraries in proportion to the amount of such materials needed by their several service units.

Recommendation 7: Office of School Relations. The expense involved in the operation of a school relations office such as the one herein proposed would include the salary of a professional librarian, part-time secretarial assistance, stationery supplies, and facilities for extensive travel throughout the service area. The expenses should be prorated among the libraries supporting the service according to the number of children enrolled in the schools located within the respective jurisdictions of the public libraries. In view of the impact of the unresolved problems connected with library service to the school population on public library services, the expense of initiating this special program could represent on overall economy.

Estimated Annual Costs for the Office:

Salary for Professional Librarian III	$9,840
Salary for Part-time Clerk	2,100
Travel for School Visits and Meetings	900
Supplies and Printing	1,200
Postage	1,000
Total:	$15,040

It is suggested that these costs be shared on the basis of school enrollements in the two jurisdictions. Assuming 60 per cent for the City and 40 per cent for the County, the respective contributions would be $9,024 and $6,016. This office desirably would be housed in the County Library headquarters facility because of the close relationships with bookmobile services. Also, the clerical employee could be shared by these two services.

Recommendation 8: Coordinated Bookmobile Service. Very few financial adjustments will be needed to combine the bookmobile operations on an equitable basis. There is now less than $4,000 difference in the salary costs for the operating crews (librarians, clerks, and drivers) who ride the vehicles and perform the clerical work to keep the services in operation. Each library could continue to operate its bookmobiles, and even though alterations in scheduling would be made there would be no appreciable cost implications. For the County Library to furnish housing for the joint operation in its new building would be an in-kind financial contribution of approximately $3,000 -- assuming 3,000 square feet of floor space is used. Therefore, if the two libraries were to share the salary of the Head of the Bookmobile Department equally and the City Library add a clerk to the Department, financial contribution for the joint service would be approximately equal.

When the County receives its new bookmobile, which is to be delivered late in 1968, the one which it will replace could be used as an emergency vehicle with appropriate sharing of costs to be determined as its use develops.

Recommendation 9: Joint Selection, Purchase, and Processing of Materials. During the initial year it is recommended the expenses of procuring and processing the books be prorated between the two libraries in proportion to the size of the two book budgets. However, records should be kept from which unit costs can be determined; thereafter, charges should be made on the basis of the number of volumes processed. More accurated budgeting by the two libraries and the extension of the processing service to other area libraries on an actual cost basis would then be possible.

Present Costs

Spokane City Library salaries	$51,994
Spokane County Library salaries	23,460
Supplies, based on 10% cost of the book collection	
For the City:	10,000
For the County:	4,000
Total:	$89,454

Suggested Distribution of Costs under Joint Operation

Spokane City Library combine its Order and Catalog Departments into a Technical Processing Department with its present salary and supplies budget of $61,994.

Spokane County Library assign to the new Technical Processing Department the services of these additional staff members (or, reimburse for equivalent services).

One Cataloger at	$7,560
One Library Assistant at	4,560
One Clerk Typist at	3,960
Plus its share of materials	4,000

This brings the total cost of all book processing to: $82,074.

On the basis of the respective size of 1968 book budgets, this would mean a distribution on a 75 per cent -- 25.70 ratio of the total costs, or:

Spokane Public Library	$61,555
Spokane County Library	20,519

In the subsequent calculation of units costs for book processing there would be included such other cost elements as space, postage, and communications.

Recommendation 10: Joint Public Information Service. The implementation of this proposed joint program would require the addition of one professional staff member and the attendant supporting costs. The most equitable basis of cost sharing by the two libraries would be service area population, with the City Library's share two-thirds and the County Library's one-third.

Estimated Annual Costs for the Office

Salary of Professional Personnel	$8,195
Salary of Clerical Personnel (1/2 time)	2,100
Materials and Supplies	3,000
Travel	1,200
Total:	$14,495

Based on the cost distribution formula of two-thirds and one-third, the City Library share would be $9,864, the County Library $4,832.

City-County Library Consolidation

Should experience in the joint provision of selected services recommended in the preceding section demonstrate the expected advantages of a single, coordinated approach, the next logical step would be a full merger of the Spokane City and County Libraries. This could be accomplished through an expanded contract the terms of which would be mutually agreed upon by the two jurisdictions. Such a contract could prescribe how the system would be governed, managed, operated, and financed, subject to any limitations imposed by law as, for example, the two mill maximum levy set for county rural library services.

Under this kind of arrangement there would be a complete merging of the staffs, collections, and facilities. The two separate boards of trustees might be continued for such limited purposes as would be agreed upon, including periodic review of an amendment to the basic contract agreement. There is ample precedent for this in library mergers already accomplished elsewhere in the State of Washington under existing laws. 1/

Such a full merger of the two libraries could, of course, be effected now, without first going through the more limited contractual arrangement for selected joint services. The obstacles in the way of this procedure certainly are not insurmountable. The phased approach has been suggested primarily on the basis that it will produce better understanding of the benefits of joint action.

1/ The Yakima City and County Libraries consolidation is one.

Towards an Areawide Library Service

Although the primary emphasis in the present study is on library services within Spokane County, the needs of the surrounding area deserve special consideration. The point has been made that Spokane is the commercial, trade, service, cultural, and educational center of an area extending well beyond the County itself and that this carries with it both benefits to the City and County, and their residents, and certain attending responsibilities. Any efforts to encourage and facilitate a freer flow of people and commerce throughout the Inland Empire will clearly be to the benefit of all.

This natural service area has been identified and is shown graphically on the cover of this report. It is not densely populated and contains no population centers of a size sufficient to independently support minimum acceptable library services. Distances between cities and towns are great and transportation facilities limited. This is not an easy area to reach with public library services, but the people residing therein have the same basic need for library services as does any other group -- in fact, the relative isolation can intensify this need. The question then arises, how can this area best be served.

The Need Identified

In the course of visits by the survey staff to the libraries in the adjacent counties, two definite impressions were gained. First, many persons -- public officials and private citizens -- are working hard against almost impossible odds to provide some kind of

public library service. And second, these persons and the communities in which they reside would, in most instances, welcome professional assistance and guidance in improving their present inadequate services. As a practical matter, the only way better service can be realized in these areas is through some form of cooperation or joint effort with the libraries of Spokane City and/or County. There must be access, in one form or another, to a strong central library collection and to competent professional guidance.

Available Alternatives

Several alternatives to the improvement and extension of library services in the surrounding area are available. One would be service contract arrangements between existing community libraries and the Spokane Public Library whereby the latter would provide agreed-upon services or assistance. This would represent a distinct improvement over present arrangements, but would pose in most cases a serious financial problem. How could these libraries, strapped as they now are for support, afford to pay for the services so provided. Certainly the Spokane Public Library could demonstrate in this way how an affiliation with a strong library can benefit small community libraries, but not without some expense.

A second alternative would be the development within each county of a county rural library service similar to that of Spokane County, including service contracts with the incorporated communities therein. This would be preferable to the present situation in which the several individual communities, with their restricted tax base and limited size, seek to maintain their own libraries and even serve surrounding

area residents. It would not, however, produce a minimum acceptable service in that total county populations range from 5,000 to not more than 30,000. The service area population is too small for an economical operation.

A third approach would be that of carrying the second alternative forward by the individual county library districts contracting with Spokane City and/or Spokane County Libraries for services. This would meet the problem posed by the limited size and resources of these individual counties in terms of supporting an adequate level of library services.

Washington law permits as a fourth alternative the creation of "intercounty rural library districts". 1/ This would allow these several counties to join together in the formation of a single district, including Spokane County. Such a district could then, if it chose, contract with Spokane Public Library for whatever joint services as might be agreed upon.

Finally, a single unified library system could be formed which would embrace the entire area and provide a coordinated areawide library program. This would be accomplished through a contract agreed to by all participating county and city jurisdictions. 2/

Northern Idaho Participation

It should be noted that the States of Washington and Idaho have entered into an interstate compact which permits agencies of the

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1/ Public Library Laws of the State of Washington, 27.12.090 et. seq.

2/ The North Central Regional Library serving the five counties of Chelan, Douglas, Ferry, Grant, and Okanogan and with few exceptions the cities therein could serve as a prototype.

two states, and the local government units therein, to enter into agreements for cooperative or joint library services. 1/ This means, in effect, that the counties and cities of the area can by contract establish a bi-state regional library system or any joint service arrangement short of that. The boundary between the two states is not therefore a barrier to any reasonable public library service plan.

Form of Service Contracts

In the initiation or improvement of library services in the surrounding area through contract arrangements, it would be most desirable if both Spokane City Library and Spokane County Library were parties to these agreements. This has been identified as one of the joint service programs the two libraries should undertake. Initially, the services they could offer that would most benefit the outlying area libraries would be:

1. Professional advice, consultation, and guidance.
2. Book collections.
3. The privilege for individuals to use and borrow directly from the central library system.
4. Reader advisory and reference services.

The local communities could themselves provide the physical facilities and their maintenance and local library staff.

Financial Considerations

It can be seen from the information on assessed valuations in area cities now operating local libraries (Tables 2 and 14), that a

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1/ Interstate Library Compact, RCW Chapter 27.18 (1965).

two mill levy would not support a minimum acceptable level of municipal library services -- in a number of instances the present inadequate libraries are costing substantially more than this. On a county-wide basis, a two mill levy would provide a minimum level of financial support. It is therefore important to any acceptable plan of library service development in the area that the several county governments be active participants. The present situation in which local communities support their own small libraries and freely extend service to rural county residents is inequitable. County support is essential to improving services. A combination of county and local community support, coupled with service contracts with the Spokane libraries, would permit the offering of essential library services throughout the area.

It is also possible that some added assistance for establishment of services could be obtained through the State Library Commission.

Certain services and assistance could be provided by the Spokane City and/or County Libraries at little, if any, additional cost to them. For example, the book collections of the small community libraries could in considerable part be replenished from the existing central collections with no adverse affect on the latter. It would, on the other hand, be necessary for them to add professional staff to carry out this extended service. The charges for service made by the central library should in no case exceed its additional out-of-pocket or direct expenses for the provision of the service. As noted earlier, these kinds of efforts to encourage closer ties and relationships between Spokane City and County and the surrounding area are in their overall, long-term interest.

Initiative

The initiative in seeking to implement this recommended approach must, of necessity, rest with the Spokane City and County. Because of the total implications of such areawide cooperation, the Boards of Library Trustees (City and County) should not alone be required to shoulder the responsibility. The City of Spokane, the County Commissioners, the Chamber of Commerce, and other civic organizations should be willing to lend support and backing to the effort. Such groups and organizations in Spokane have traditionally concerned themselves with these kinds of efforts, and with notable success. They could be expected to in the present instance.